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ABSTRACT

This document consists of 28 written testimonies submitted to the National Commission on Libraries and Information Science in preparation for the oral hearing of the Commission scheduled October 5, 1973 in Boston. The testimonies were presented in response to the Commission's request to comment on one or more of six topics: 1) new federal legislation for libraries; 2) inequities in today's system; 3) reasons compelling the government to consider interconnecting the libraries and information centers of the nation according to a national plan; 4) federal investment policy on libraries; 5) responsibilities of the Federal Government toward the development of national network; 6) state governments' responsibilities toward a national network; and 7) the motivation of a state to belong to a national network. These written testimonies constitute the basis for the oral testimony found in IR 000 281. (CH)

ED 088452

NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

Volume II

Oral Testimony

3 October 1973

J.F.K. Building

Boston, Massachusetts

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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IR 000 282

NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE
SUITE 601 • 1717 K STREET, N.W. • WASHINGTON, D.C. 20036 • TELEPHONE (202) 382-6595

FREDERICK H. BURKHARDT
Chairman

CHARLES H. STEVENS
Executive Director

REGIONAL HEARING

SCHEDULE OF PARTICIPANTS

October 3, 1973

Boston, Massachusetts

8:00 a.m. - Mr. Stevens W. Hilyard
Librarian, New England College
Henniker, New Hampshire

8:15 - Mr. Ronald Miller
Director, NELINET
Wellesley, Massachusetts

8:30 - Ms. Muriel Tonge, President
Maine Library Trustee Assoc.
Waterville, Maine

8:45 - OPEN

9:00 - Ms. Marylou Blecharczyk
Assistant Mayor
E. Providence, Rhode Island

9:15 - Mr. Douglas Bryant*
Director of Libraries
Harvard University

9:30 - Mr. Rush Welter
Bennington College
Bennington, VErmont

9:45 - Mr. Walter Brahm
State Librarian
Hartford, Connecticut

10:00 - Mr. Joseph Cronin*
State Secretary for Education
Boston, Massachusetts

10:15 a.m. - Mr. Arthur J. Kissner
Fitchburg Public Library
Fitchburg, Massachusetts

10:30 - Mr. Raymond DeBuse
Worcester Area Coop. Libraries
Worcester, Massachusetts

10:45 - OPEN

11:00 - Mr. Nolan Lushington
Director, Greenwich Library
Greenwich, Connecticut

11:15 - Ms. Elizabeth Myer, Director
Dept. of State Lib. Services
Providence, Rhode Island

11:30 - Mr. James H. Laubach, Jr.
Brattleboro, Vermont

11:45 - PUBLIC TESTIMONY

1:30 - Mr. Erwin Canham*
Christian Science Monitor
Boston, Massachusetts

1:45 - Ms. Arlene Hope
U.S. Office of Education
Boston, Massachusetts

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* No written testimony

(OVER)

Andrew A. Aines • William O. Baker • Joseph Becker • Harold C. Crotty • Carlos A. Cuadra • Leslie W. Dunlap
Martin Goland • John G. Kemeny • Louis A. Lerner • Bessie Boehm Moore • L. Quincy Mumford • Catherine D. Scott
John E. Velde, Jr. • Alfred R. Zipf

2:00 p.m. - Mr. Edward Chenevert
Portland Public Libraries
Portland, Maine

2:15 - Ms. Lydia Goodhue, Chmn.,
Board of Library Commissioners
Boston, Massachusetts

2:30 - Ms. Janice Gallinger
Plymouth State College
Plymouth, New Hampshire

2:45 - OPEN

3:00 - Mr. Richard Huleatt
Stone & Webster Engineering Corp.
Boston, Massachusetts

3:15 - Mrs. Eleonora P. Harman
Department of Education
Montpelier, Vermont

3:30 - Ms. Paula Corman
North Shore Community College
Beverly, Massachusetts

3:45 - Mr. Alan Ferguson
New England Board of Higher Educ.
Wellesley, Massachusetts

4:00 - Mr. David Weisbrod
Yale University Library
New Haven, Connecticut

4:15 - OPEN

4:30 p.m. - Ms. Sue Weissman
Capt. J. Curtis Mem. Library
Brunswick, Maine

4:45 - Mr. William Locke
Mass. Institute of Technology
Cambridge, Massachusetts

5:00 - Mr. John Laucus
Boston University
Boston, Massachusetts

5:15 - OPEN

5:30 - Mr. Wolfgang Freitag
Fine Arts Library
Cambridge, Massachusetts

5:45 - Mr. Marvin Gechman, President
Information General Incorp.
Needham, Massachusetts
and
Mr. Edward Housman
GTE Laboratories, Inc.
Waltham, Massachusetts

NEW HAMPSHIRE LIBRARY COUNCIL

New England College
Library
Henniker, N.H. 03242
August 15, 1973

Mr. Frederick Burkhardt
Chairman
National Commission on Libraries and Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

I am pleased to be able to submit an opinion to the NCLIS on one of the unmet needs of the people of New Hampshire for information services. I believe but cannot verify, that these needs are also felt in Maine and Vermont.

Problem : The statewide public library community lacks operating systems to share out to all users and potential users the resources available within the state, because of the dearth of talent and financial incentives to create such systems.

The statewide academic library community (numerically very well represented by the New Hampshire College and University Council - founded Dec., 1966) lacks finances (and therefore staffing) to proceed beyond moderate levels of co-operation.

Components of the problem : Only 13 out of the 250-odd public libraries have a professional librarian on the staff. Though by no means uniformly true, the great majority of non-professionally staffed libraries operate at a most modest level. Thus they are a low-priority budget item locally, resulting in their continued inability to upgrade services or materials.

A non-problem component is my belief that sufficient variety, extensiveness, and recency exists in information sources in the state to answer all reasonable requests made on them, with the exception of a variety of graduate academic programs.

A major part of the problem is the paucity of identification sources-union catalogs, union serials lists, directories, registers, etc. Its reciprocal problem is that what does exist is little understood and not widely used.

Stated simply the problem is to identify what the user and non user really want; to be able to find out where the desired material is, and then access it for him/her.

New Hampshire Library Association
Academic Librarians of New Hampshire
New Hampshire Hospital Librarians Association
New Hampshire Library Trustees Association
Friends of New Hampshire Libraries
New Hampshire School Media Association
New Hampshire Associates for Instructional Media

Granted : Sharing of materials and non-duplication of materials offers the best hope to beat the nightmare vision of 200 small public libraries and 20 medium academic libraries all replicating each others mediocre collections. Sharing requires incentives - cash or services in lieu of cash. Revenue sharing does not work for libraries as a funding source for a galaxy of reasons, all tied to the library's low profile and resultant low priority.

Proposed solutions : Any monies coming into the state for libraries should channel through the State Library Commission, the State Library's Advisory Council on Libraries, or the New Hampshire Library Council. It will be allocated to demonstrated co-operative activities with greatest weight given in descending order to:

A. Co-operation between dissimilar types of libraries - money for servicing the sharing network, not for materials.

B. Co-operation between similar types of libraries - money for servicing the sharing network, not for materials.

C. Co-operation between dissimilar libraries - monies for materials not presently within the system.

D. Co-operation between similar libraries - monies for materials not presently within the system.

Examples of A&B - free ILL mailing priviledges; free telephone calls (credit card or collect service); creation of more union lists, directories (see enclosed Special Collections and Subject Area Strengths in New Hampshire Libraries, 2nd ed.); free reference service by mail or phone to other than State Library; duplication and dispersal of N.H. State Library's Union Catalog.

Examples of C&D - microfilm periodical collections; creation of ethnic language and literature collections (French Canadian in Maine, N.H., and Vermont); upgrading and coalesence of existing collections so that there exists at least one strong collection in every reasonable subject area within the state.

Afterthoughts - Other very real problems prevent the people of N.H. from receiving the library services which they deserve. I do not mention them because I do not believe them to be amenable to external solutions or aid. Other problems which are amenable to a federal commission's suggestions for aid and solution I am certain

NHLC

NEW HAMPSHIRE LIBRARY COUNCIL

will be dissected well by my many colleagues and friends in the region. Thank you for this opportunity.

Sincerely,

Stevens W. Hilyard

Stevens W. Hilyard
Chairman, New Hampshire Library Council
Librarian, New England College

SWH/md
Encl.

nelinet
new england library information network

August 9, 1973

MEMORANDUM TO: Dr. Alan D. Ferguson
Director, New England Board of Higher Education

FROM: Ronald F. Miller, Director, NELINET R.F. Miller

SUBJECT: Statement to the National Commission on Libraries and Information Science

Since, in my opinion, the comments and testimony which I submitted on NELINET's behalf to the Commission in Washington, D. C., in October 1972 still are valid, it would be a disservice to the Commission to reiterate those remarks here. I have followed the guidelines sent to me by the Commission, emphasizing those areas of particular application to the New England library community and NEBHE's role in providing cooperative services to that community.

The Commission has specifically requested that respondents should, in part, address themselves to seven questions concerned with the relationship between libraries and the Federal government. These questions are re-stated below, followed by my comments.

1. Why is new Federal legislation for libraries needed?

Current legislation as embodied in LSCA Title III and HEA Title II authorizes funds to be used for cooperative library development under fairly specific conditions. LSCA monies in this area have been channelled for administrative purposes through state library agencies and have been, therefore, allocated by those agencies primarily for in-state cooperative programs rather than interstate planning and development. In New England, a precious small amount of these funds has been designated for support of the New England Library Board[1] by state library agency administrators, and none has been allocated directly to NELINET. This situation is understandable when one realizes that the mission of each of these agencies is to develop appropriate services within state borders.

The HEA monies, on the other hand, have been devoted primarily to collection development among developing institutions, rather than toward long-term network planning and development. NELINET members have not used NEBHE for access to these funds for several years because the guidelines for their use do not fit NELINET's mission.

It is, therefore, my feeling that new legislation, or amendments to existing legislation, must provide ear-marked support to those agencies which are committed to the development of interstate library services. NEBHE has long been the forefront of this approach, unsupported by a continuing federally-sponsored program of planned and

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[1] It is my understanding that the NELB members intend to submit their own testimony which should be viewed as another part of regional library picture in New England.

NEW ENGLAND BOARD OF HIGHER EDUCATION
40 GROVE STREET, WELLESLEY, MASSACHUSETTS 02181 / Telephone 617-235-8071

continuing commitment on the part of Federal agencies. Each project developed by NEBHE and other regional agencies must seek its own development funds from several sources, in competititon with local libraries and state agencies. NEBHE has done very well in this milieu during the developmental phases of NELINET and NASIC, but continuing funds are needed to accelerate the development and impact of these programs upon the users and non-users of the region's library and information services. As far as NELINET is concerned these monies should be authorized and appropriated on a matching basis on the order of $100,000 to $500,000 per annum over three to five year periods. This level and time span will encourage long-range planning, and evidence of such planning should be a prerequisite for eligibility for these funds.

2. Are there inequities in today's system?

"Today's system" is an ambiguous term, since at the moment there is neither a national library system nor obvious coordination to bring one into being, except upon an ad hoc basis. The Commission is aware of this situation and I am pleased that such coordination is under serious consideration by the Commission as one of its areas of responsibility. This action is welcome and it was a specific recommendation made by me in previous testimony presented to the Commission on October 27, 1972. In general, the question cannot be addressed very satisfactorily at this point (from my point of view), because it is not clear what the characteristics of "today's system" are except that they are not coherent. Funding inequities, as far as regional library development is concerned, were described under the first question (supra).

3. What reasons compel the government to consider interconnecting the libraries and information centers of the nation according to a national plan?

The interconnection of such centers is one answer to a complex of previous questions which have not yet been adequately researched. An oversimplification of these questions could be, "What is the best way to reduce redundant labor - intensive work within and among libraries, which would at the same time preserve rational local variation and provide relevant services to the users of the nation's library and information resources?" If the result of a series of short, concurrent and articulated research projects recommends that interconnection of libraries and information centers makes sense economically, then the obvious context in which such intercommunication should be developed is within a federal or quasi-federal agency with full-time human and financial resources to bring it off. In any event, the principle of concensus and participatory development should be adhered to, not only to ensure maximum personal and institutional cooperation, but also to ensure that local long-term support can be generated to sustain such a system. Otherwise the program may be viewed as Federal meddling, external to the real needs and desires of both the regional centers and their users.

One last point, A period of haphazard growth of cooperative network building is now vigorously underway. The coordination of these activities cannot be haphazard or undertaken by persons unqualified for the task because of time, conflict of interest, or inappropriate experience. The Commission is the ideal agency to carry out this objective, since it is composed of professionally responsible individuals who are not primarily associated with carrying out Federal policy; quite the contrary, the Commission is viewed as the maker of such policy.

4. What should the Federal investment policy on libraries be?

Federal funds should be awarded primarily upon a local matching basis for awards over, say, $25,000. Multi-institutional or multi-state enterprises should receive priority consideration, with the exception of developing services to unreached segments of the user population. If the latter approach is undertaken by an existing regional or state-agency, so much the better. The overall concept carrying the greatest weight among funding criteria should be evidence of sharing of human, fiscal and physical resources.

5. What responsibilities should the Federal Government have toward the development of a national network?

The responsibilities, as I view them, should be carefully phased. Phase I should be the setting of goals and objectives; what the Commission is, in fact, doing now. Phase II should be the commissioning of user-oriented studies directed toward obtaining a base of reliable information upon which public debate can be built, both within the library community and among those professions and crafts which librarianship needs in order to underpin its own development, e.g., technologist and user groups. Phase III should be a series of "specification papers," comprehensible within the vocabulary of most librarians and information specialists. Phase IV should move into developing governance structures, technical specifications and RFP's from specialsists. These phases should last 2-5 years, after which a legislative program for national implementation should be involved (having been built concurrently during the earlier phases), and pilot systems installed. These pilot systems may, in fact, already exist and merely their interconnection be undertaken as a major technological and governance problem to be solved.

The major caveat which should be observed by the Commission is not to build such a dependency upon Federal support that its withholding would cripple a national system. Luckily, during recent Federal retrenchment of library funds into revenue-sharing, the "national system" was largely unaffected because it had not yet developed. Such Federal reallocation should not be permitted to undermine a vast network of federally-dependent libraries.

6. What are the state government's responsibilities toward a national network?

Since earmarked funds from the Federal Government are passed through state agencies into the library community, the danger that such funding may be "de-earmarked" always exists. In preparation for that contingency, state governments should be deeply involved in underwriting certain operating monies to support on-going relevant services which could conceivably be cut off from Federal support. A "habit of state support" must be built, as in some cases in New England where state legislatures have been enlightened enough to cover the loss of Federal monies.

NEBHE's preference in these matters is to have some state monies channeled into a regional agency, such as NEBHE, because more return on the dollar is possible. Dollars are pooled thereby, and the region as a whole benefits from regional approaches to answering specific classes of problems. It should also be noted in passing that some classes of problems should not be approached regionally for a great variety of reasons.

The same principle is beginning to develop within the New England Library Board, of which NEBHE has been a strong supporter, thereby tapping alternative sources for regional library development.

The responsibilities of the states toward a national network is enlightened self-interest, whereby in-state goals are met, in so far as possible, by means of regional and national networks.

7. Why should a state want to belong to the national network?

To open the access of its population to nationally available resources on a quid pro quo basis; to pool financial resources toward the attainment of common goals; to break down parochial barriers between states which could enhance cooperation at other governmental levels; to ensure collective political strength and leverage upon Federal and state library policy and support.

In summary, what I think is needed is an equalization of library access and services whether characterized as rural, urban or sub-urban; whether academic, public or private. Very specialized services should be preserved, but built around a standard core.

Some concluding comments about areas of concern to the New England Board of Higher Education and its regional programs of library and information services:

1. The Commission should be prepared to advocate the allocation of Federal support through the New England Board of Higher Education, in the same sense that the National Science Foundation has done. NEBHE is neutral ground, unaffiliated with any one state or any particular political interest. It already has good support from the several New England states by itself, and this regional commitment should be matched by Federal dollars, since the region itself has proven its commitment. If other interstate library agencies can provide similar commitment, they too should be eligible for similar support.

2. NEBHE has firmly committed itself to open cooperation with other regional library programs, and, for example, has devoted a good portion of its energy toward the establishment of the New England Library Board. One agency cannot do all that needs to be done, however, and I feel that we have build a firm base of cooperative action.

3. An area of research needing support which is applicable nation wide, is the provision of cooperative services to the private commercial sector of library and information service. Both NELINET and NASIC have shied away from this question, but we recommend that the Commission seek IRS counsel in this area, if all libraries are to be involved in the national network.

4. Another area requiring Federal help in the detailing of a unified communications system at the lowest cost for providing non-profit cooperative library services through electronic networks. The hodge-podge of GSA Telpak, state Telpak arrangements and interstate tariffs is bewildering and complex. The FCC should be involved in this investigation.

5. It is my view that the Council of Regions (associated with the Ohio College Library Center) and the Council of Library Resources are already concerned with a variety of inter-network problems, namely standards, financial support, and governance. It is time for the Commission to involve itself in these activities directly as a prelude to defining its own role in these activities.

6. I think it should be stated explicity that NEBHE and its NELINET members stand ready to participate directly in the Commission's field investigations, particularly in the area of user studies and network impact studies upon the practice of librarianship. In that way, we may well be in a position to participate in the drafting of legislation which is directed toward attaining our own goals as well as those of the Commission.

MAINE LIBRARY TRUSTEES ASSOCIATION

22 August 1973

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Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries and
  Information Science
1717 K Street, N.W.
Suite 601
Washington, D.C. 20036

Dear Mr. Burkhardt:

As President of the Maine Library Trustees Association, I shall direct my testimony to the general problems libraries face in this state, with reference to the solutions currently underway as well as to those possible presently beyond the scope of our library programs.

Many of Maine's problems reflect its individual population distribution and geography. A relatively small total population, less than one million people, is unevenly distributed over a relatively large geographic area. There is a decided concentration of population and industry along a corridor in the south coastal area. Future industrial growth is predicted to take place along this corridor, which roughly corresponds to the Maine turnpike. This will mean that population growth will continue to concentrate here. These facts must be taken into consideration when planning for future library wervice, since many of the present inequities stem from them.

I will discuss four areas where federal support is needed, and will discuss them separately. These four are:

1. Financial
2. Aid in establishing cooperation between libraries and library systems, locally, statewide, and nationally.
3. Evaluation of service to users, current and future.
4. Improvement of the library image and increased visibility.

First: the present local support to libraries, largely based on local real estate taxes, has been responsible for inequities in service and

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Third: a more adequate means of evaluating current service and potential service should be devised. Boards of trustees and school boards must have some means of determining the adequacies and/or inadequacies of their library service in order that they may be stimulated to expand and improve service.

Fourth: libraries suffer from a lack of visibility. Again, the fault lies with local boards which have become complacent about the service they are providing. Now an effort must be made on a national level to encourage the impact the library has in the community. The public must be made aware of the role of the library in continuing education. Only when this has happened can libraries compete effectively for funds on local, state and federal levels.

I have not discussed the problems of personnel, technology and standards because I feel that these will be more adequately presented to you by professional librarians in the area, but will be glad to communicate further with you on these subjects if you wish.

Yours truly,

Muriel Tonge

Muriel Tonge, President
(Mrs. Robert Tonge)
Maine Library Trustees Associatio
5 Greylock Road
Waterville, Maine 04901

STATEMENT FOR THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

1973 New England Regional Hearing

Thank you for the invitation and opportunity to share with you some background observations on the constituency, challenges and potentialities of libraries. I speak as a constant user of library resources and, as a councilwoman, a partial provider of such services.

The evaluative crux of an effective public library ("library" in the broadest, contemporary sense of books, visuals, outreach programs, etc.) is its success in meeting the needs of its constituency. And who is its constituency? I submit my conviction that present, usual library services are not geared to serve the average, grassroots person. Generally, an incredible opportunity for recreational and educational enrichment is provided for:

1. The "natural" reader to whom, truly, the library threshold is the doorway to life because of his own natural, intellectual interest;
2. The "school-compelled" reader who is forced to use libraries by educational demands from elementary to post-graduate levels; and

3. The "sedentary" reader who, because of physical handicaps, age, lack of mobility (including criminal confinements), finds broader horizons through library services.

Most of the technological breakthrough, ERIC, computerizations, innovative training programs, cooperative systems, etc., while tremendously worthwhile, are geared to improving the quality and efficiency of service to the constant user, the above-named captive customer.

Is the goal of a library and information science service to reach more people? Or will, instead, automatically, more be provided for the same people?

In East Providence, with a population of over 48,000, we have a captive customer core group of about 15,000 library users. Our system dates back to 1772 when a group of friends met with Dr. Budgham in Rumford and paid 12 shillings for a library subscription. Our system has been operative since then, and obviously has filled past needs. Yet, the majority of people in the city are unaware of the dynamism of modern libraries. The library is not part of their life style. Should it be? In our community, with a median completed level of 11.8 school grades, can the library bring further education to the majority? Should it?

I suggest that the Commission consider authorizing a series of scattered market surveys of what the non-involved person wants from a library. The resulting information could broaden the library constituency.

I suggest that the Commission evaluate traditional library hours to see whether these hours correlate with the times people are not working and are freer to go to the library facility.

I suggest that school and special libraries be opened to non-students as a continuing education opportunity.

I suggest that in many areas libraries could be community centers if they if they combined space facilities with another civic agency, such as health clinics, social security offices, etc.

These are simple, known suggestions. Yet the objective weight of a report by the Commission could influence reluctant communities towards the anamoly of "proven innovations".

Federal funding and support by the state is an obvious, essential factor in the capital growth of local public library systems. Shared library construction funding replaced a 1912 branch library in the center of the city and provided an addition to a high-use branch library in the northern area. Yet block grants to be allocated by the city administration are preferable to categorical grants. The local government has experienced knowledge of valid priority needs.

Federal and state funding and direction should be mandated by the Commission to conserve, preserve, and share "living history" documents. East Providence, now in the State of Rhode Island, was originally part of the Massachusetts Bay Colony; and early records are lodged in the towns of Rehoboth and Seekonk in the noble state of Massachusetts. Joint state cooperation in preserving and sharing facsimiles of common records would be commendable.

A national thrust to record living, oral histories of regions, occupations, and war experiences would be an irreplacable heritage for future generations.

Commission members will have before them expert advice and suggestions from exceptionally qualified professionals. Yet your charge is to provide goals for libraries and information sciences for the people - the average constituency. Yours is a tremendous challenge.

Mrs. Marylou Blecharczyk
Assistant Mayor
City of East Providence
East Providence, Rhode Island

August 24, 1973

Bennington College • Bennington · Vermont · 05201 · 802:442-5401

21 August 1973

Mr. Charles H. Stevens,
Executive Director
National Commission on Libraries
and Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Stevens,

I received your questionnaire about the needs of library users too late to be able to do anything more than send you some hasty and unsystematic observations.

1. As a serious user of major scholarly collections pertinent to the history of the United States during the nineteeth century, I find the resources available to me in New England and New York State extraordinary. At the same time, I find the disparity of rules and regulations among major research libraries a nuisance, and I have been seriously inconvenienced by the refusal of some ~~major~~ research libraries elsewhere to provide microform copies of materials they uniquely hold. Without pressing these various libraries to adhere absolutely to a common set of rules, the Commission might well consider developing some sort of library code that all might voluntarily adhere to.

2. It is a truism that one cannot use a library well unless its collection is well catalogued. Although no American collection is as inaccessible as some well-known European collections, there are great gaps in the information some of them can make available about their holdings. I know this to be the case with the American Antiquarian Society and--to a lesser extent--with the New York State Library, the Astor, Lenox, and Tilden Library in New York City, and the New-York Historical Society. The defects of their catalogues are such that even the new national union catalogue is visibly inadequate. It seems to me that public support for systematic cataloguing of such resources is indispensable.

3. Any provision of public funds for libraries is probably likely to carry with it a mandate to each beneficiary to admit the general public to the use of its collections. This development has worked a severe hardship on the Astor, Lenox, and Tilden library, not only in the sense of burdening its staff

with routine labors better carried on in lesser libraries, but also in the sense of destroying parts of its collection. Perhaps the Commission could develop a code intended to help such libraries preserve irreplaceable materials, or facilitate their duplication for lay users.

4. In general, I find most of the attention library experts devote to "information retrieval" questionable on both a practical and a theoretical level. To the extent that the concept of information retrieval presupposes that libraries are storehouses of ready-made knowledge, it ignores the fact that schemes of knowledge must change over the course of time, thus making immediately obsolescent any systematic ordering of the materials they have on file. It also ignores the proposition that books and other printed materials are only avenues to knowledge, and best understood as assets to a process of inquiry rather than as objects that answer questions. The manner in which the Commission has stated its objectives causes me to ask whether it sufficiently recognizes this fact in its conception of its tasks.

5. All of these remarks obviously reflect my experience as a professional scholar. Hence they may serve only to call my judgments into question, inasmuch as the Commission l.c. Apparently intends to concern itself most seriously with the needs (or the lacks) on non-scholarly and perhaps even non-literate laymen. If this be the effect of my remarks, I should add that I have long been a staunch advocate of popular education, and that nothing I say here is intended to deprecate it. I am concerned, however, with any theory of popular education that seeks to accommodate the information process to the deficiencies of existing modes of inquiry, rather than works to elevate those modes to the point at which the ordinary man can achieve a serious and indeed quasi-professional grasp of subjects he is interested in. In some sense, I suppose, my perspective is "Jeffersonian" rather than "Jacksonian"--but I would tend to label it "Deweyan" instead, save for the fact that hardly anyone seems to realize how demanding John Dewey's quest for a democratic "intelligence" was. I trust that the Commission will not permit the mechanical problems of libraries and library users to obscure the very nature and uses of learning.

Sincerely yours,

Rush Welter

Rush Welter
(Professor of History)

STATE OF CONNECTICUT
STATE LIBRARY

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State Librarian

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566-4301

August 20, 1973

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries and
Information Science
Suite 601
1717 K Street, N.W.
Washington, D. C. 20036

Dear Mr. Burkhardt:

In response to your invitation of July 2, 1973, brief testimony is herewith presented in preparation for the hearing of the Commission scheduled October 3, 1973 in Boston, Massachusetts. Also in response to the invitation this testimony will focus on the Library of Congress as the national library; its responsibilities and authority - specifically on assigning the library responsibility and authority for the administration of all categorical federal library aid programs as the most effective means of developing and coordinating libraries and information service on a national scale.

> "Put your money where your mouth is" is the common rejoinder to those who advocate a policy or procedure. To the National Commission on Libraries and Information Science, whatever course of library service it may advocate, we say the Federal government should put its money where its books are - in the Library of Congress.
>
> For many years we have felt that the distribution of federal funds for libraries should be administered by that agency of the Federal government which has the greatest collection of library materials, the Library of Congress, rather than by an agency which is not in the library business. The Library of Congress uses its great collection of materials efficiently to supplement public, academic and school library needs of the states and communities; yet grants-in-aid for precisely the same purposes are administered by a variety of bureaus in the Health, Education and Welfare Department, and awarded by decision-makers whose primary interests and pressures derive from other aspects of education. The amount of the several library subsidies is such a very small percentage of the total subsidy for health, education and welfare that it cannot command from these officials the attention and respect necessary to provide the stability essential for continuous and long-term library development. Grants-in-aid, advisory service, reference service, interloans, library research and development programs are so inter-related, that divided, the Federal government reduces its ability to coordinate library services.

It is worthy of note that those state library agencies which have authority for the distribution of grants and the acquisition and servicing of library materials are an overwhelming majority. One hesitates to consider how much less effective the programs of state aid - a phenomenon of the last 40 years - would have been if these funds had been distributed by other state agencies without coordination with library materials at the State level, as now practiced by the Federal government.

The above proposal can be immediately dismissed from consideration with the argument that the Library of Congress is in the legislative branch of government while grants-in-aid are an executive function. However, this belies the fact that the Library of Congress is and has been functioning as an executive institution. Its chief officer is appointed by the President. It serves the executive branch as well as the legislative. For years it has produced and sold catalog cards to libraries of the nation, an executive function. Currently it is producing and distributing Mark II automation tapes, an executive function. It "administers" libraries for the blind and handicapped in each state through distribution of books and other materials to them, a service which has not even the remotest relationship to Congress or its work. It administers the Copyright office. If these aren't executive functions, then as the song says, "it don't rain in Indianapolis in the summertime".

If the Library of Congress develops and administers programs of library service throughout the nation, sells and distributes materials directly to libraries, should it not also administer and distribute funds appropriated for the same purpose? If it executes statutory policy on book distribution, copyright and other services, should it not do the same with grants?

Organization of the Library of Congress as a unit of the legislative branch of government is unique among libraries, providing certain advantages for the library which permitted it, perhaps forced it, to become the great institution it is. Presidents and the Congress have held ~~had~~ it free from partisan politics and separation-of-powers protocol. The Library of Congress' primary concern is library service. It is the agency best equipped with experience, know-how and continuity to use money and materials for the common purpose of coordinating library service in the nation.

Sincerely yours,

Walter Brahm

Walter Brahm
State Librarian

WB/z

JOSEPH M. CRONIN, SECRETARY OF EDUCATIONAL AFFAIRS

TO THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

Members of the Commission:

May I present three major points:

1. The Federal government has stimulated major advances in the extension of library services to forgotten populations -- inmates of prisons and of hospitals, immigrants and bicultural citizens.

   The withering away of Federal support at this time, however, is fatal. Many of these groups cannot or do not vote. Most cannot come to hearings -- the incarcerated, the handicapped, the speaker of another language. The programs are new and not in the front rank of the scramble for revenue-sharing funds, whether State or local.

   Thus we need Federal categorical aid -- for planning special projects, for seed grants, for renovation, for start-up costs, for evaluating and updating a comprehensive State plan. The aid should come to the State and Media agency best equipped to stimulate local, regional, and institutional initiatives.

2. The Commission should provide encouragement and technical assistance to states which want to improve their capacity to respond to new clienteles and technological developments in the libraries and information sciences.

Massachusetts has done remarkably well given a very fragmented organizational structure. We have a Board of Library Commissioners to help local and school libraries and regulate entry into the profession. We have a Board for the State Library, our official State government Library. We have five higher education governing boards, all with different job titles and procedures for organizing library and Media services. A sixth board in higher education helps by distributing money and by centrally processing the books for State college libraries. A seventh board does it for private colleges and public colleges elsewhere in New England. Two other councils make policy for instructional television and telecommunication while a new Cable TV Commission handles regulatory aspects.

Recently Governor Sargent proposed one board for higher education and one library and Media board, the latter to pull together the two library boards and the two telecommunications councils into one. The Cable Regulatory Commission will remain a Consumer Affairs agency but wants to cooperate with those of us in educational and cultural affairs.

The Federal Commission can help us by recommending ways of organizing a State for effective coordination of information collection and retrieval and information services broadly defined. Just as HUD or DOT gives grants to develop comprehensive plans for organizing and delivering services, so should your Commission seek parallel resources for helping us organize library and related technologies.

3. The third admonition is to pursue aggressively the new technologies that may revolutionize the concept of library services. Your program reports and other publications indicate that you know what a library is and are watching new developments with caution.

Give the nation leadership in telling us how Cable TV, the computer, and the local library will work together to improve the services to every home and family.

Tell us how the new alliance between local libraries and the Open University is working out so that we can adjust our higher education policies to include local libraries.

Educate the President, the Congress and the nation about the potential of video cassettes, computer time-sharing, xerography, and the other developments beyond the multiple Media services now offered by our libraries.

Our librarians tell me they are ready for the exciting future where the several technologies and the printed word will complement each other and not compete for attention. Help us define that vision and help us translate it into Federal and State policies that preserve our library treasures while extending knowledge and enjoyment to the total citizenry.

JMC:zj
10/3/73

FITCHBURG PUBLIC LIBRARY
THE WALLACE LIBRARY • FITCHBURG YOUTH LIBRARY
FITCHBURG, MASSACHUSETTS 01420 TELEPHONE 343-3096

August 23, 1973

Mr. Frederick H. Burkhardt
Chairman
National Commission on Libraries
and Information Science
Washington, D.C.

Dear Mr. Burkhardt:

Enclosed you will find my statement concerning the networking of public libraries and the need for coordinated services at the community level.

I appreciate this opportunity to submit this written testimony and hope that it will be useful for the Commission's work. I plan to attend the hearing on October 3, and would be pleased to provide additional information on these topics that may be wanted.

Yours sincerely,

Arthur J. Kissner

Arthur J. Kissner
Chief Librarian

A REGIONAL LIBRARY FOR THE CENTRAL MASSACHUSETTS REGIONAL LIBRARY SYSTEM

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STATEMENT OF ARTHUR J. KISSNER

I am grateful for this opportunity to submit written testimony to the National Commission on Libraries prior to your New England hearing. I wish to provide you with some of my observations and suggestions on matters relating to the networking of libraries and your responsibility to develop plans for the coordination of library activities.

For the past twelve years I have been the Chief Librarian of the Public Library in Fitchburg, Massachusetts, an industrial community of 43,000 and a business center for approximately 180,000 persons in north central Massachusetts. The City is well known in the library field for its Youth Library, a unique and very modern library facility for children opened in 1950; a new main library now adjoins this facility known as the Wallace Library and serves adults. In 1962 the Fitchburg Public Library became the first regional library center under the regional library plan for Massachusetts. Thus, I was involved in the planning of the regional system for central Massachusetts and I have observed the improvements in Fitchburg's ability to serve as a resource center for the city and the region and the ability of smaller local libraries to improve service in their communities.

The development of the regional public library system in central Massachusetts, where Worcester serves as the headquarters for the system and Fitchburg as a sub-regional center primarily for the northern area of the region, has brought about several significant improvements in the library service for our area. From the outset the regional plan recognized the need for residents of the region to have free access to the larger collections and more special materials and services in Worcester and Fitchburg. Therefore, the regional plan provided for unrestricted use of the city libraries by all adult regional residents. This provided an immediate and significant improvement in library service for the residents in many of the smaller towns who required materials and/or services available at the larger libraries and

A REGIONAL LIBRARY FOR THE CENTRAL MASSACHUSETTS REGIONAL LIBRARY SYSTEM

were willing to travel to obtain them. During the past eleven years in Fitchburg we have experienced a steady increase in non-resident use of the library and this trend is continuing as more people become aware of this option available to them. In the last fiscal year for the period July 1, 1972 through June 30, 1973 we issued more adult library cards to non-residents than to residents. Thus, slightly more than 50% of our new adult library card holders live outside the city of Fitchburg. Ten years ago this percentage was approximately 20%. During the past year, the introduction of borrowing privileges for children living outside Fitchburg has further increased regional services offered. Children come to Fitchburg to take advantage of the larger book collection, and for services not offered by their local libraries such as the art loan collection, the children's record collection and listening facilities, filmstrips, audio cassettes and other audiovisual materials. They also come to participate in special programs.

Fortunately, the regional plan recognized the importance of improving the book and other collections of the regional centers and significant state and federal funds were provided to the Fitchburg Public Library for this purpose since 1962. These state allocations and federal grants came at a most opportune time, for soon after the initiation of the regional program plans were formulated to build a new main library in Fitchburg three times the size of the original 1884 building. Thus, The Wallace Library, which was planned a a regional center and built with a private gift of $650,000, an LSCA grant of $380,000 and $275,000 in city funds opened in 1967 with thousands of recently purchased books. Although the library has not as yet achieved its objective of 100,000 currently useable adult non-fiction titles, generally recognized as a minimum standard for a regional resource center, more than one half of the approximately 70,000 non-fiction adult titles available were purchased during the past eleven years; about one third of these were purchased with state and federal funds provided by the regional program.

These are but a few indications of improvements in the quality of library service from a regional resource center that has been brought about by the regional program. It is unfortunate that federal funding of the regional program should be reduced (or perhaps eliminated)at a time when the success of this feature of the program has been so clearly demonstrated. It is obvious that regional resource libraries, such as the one in Fitchburg, must continue to rely upon state and federal funds to maintain and increase its collections to serve a growing number of city and area residents.

In addition to improving the collections of materials at the regional centers, the regional plan created a pool collection of books to be shared by the town libraries. This has significantly increased the number and variety of books available to the residents of the towns at their local libraries. Although I work in Fitchburg, I live in the neighboring small town of Ashburnham and have observed the growing number of regional books that are available at the town library, not only in the shelving section set aside for new books but also generously interspersed in the non-fiction stacks throughout the library. As a result, I have found that it is often easier to obtain recent and popular books from the Ashburnham library than from Fitchburg. Through workshops and other meetings the regional program has provided a certain amount of in-service training for librarians and greatly increased the contacts between librarians in this somewhat rural section of the state. It has also developed an interlibrary loan service and a comprehensive 16mm film collection, which can be better explained by those working more directly with the regional program.

Federal special purpose grants, such as the ones awarded to the Fitchburg Public Library, have also served to extend library service to city and area residents. They have also enabled a library such as ours to experiment with new programs and new materials, which are unlikely to be funded by the city. A $25,000 LSCA Title I grant in fiscal 1972 enabled the library to further develop its outreach program and create a multi-media community learning resource center in the Fitchburg Youth Library. This new center is providing area residents with non-print materials, such as filmstrips, audio cassettes, slide sets, transparencies and other learning materials. It is also providing an opportunity for libraries of the region to learn from our experience in this new field of service. Previews of these new non-print learning materials were held in Fitchburg, and librarians attending these sessions were able to evaluate the potential of these new materials and related equipment for public library use. In addition, the materials and equipment are being made available for loan to the town libraries.

Other services and programs of a somewhat special nature that are planned and made available on a regional basis include Sunday service, a concert series held on the first Sunday of each month (partly funded by a Massachusetts Arts and Humanities Grant), feature film showings, an art loan service and LP record collections.

Thus, the Fitchburg Public Library - in addition to serving as a regional film and interlibrary loan center for the libraries of the Central Massachusetts Regional Library System - also serves as a reference center, a print and non-print resource center and as a cultural center for the residents of the greater Fitchburg business area. Although regional funds support only certain aspects of the library's program, all the library's services are made available on a regional basis. It is our belief that this approach to library planning assures better service not only for out-of-town regional users, but for those who live within the city of Fitchburg as well.

The continued success of this program depends upon our ability to obtain both state and federal funds to support these activities. The city of Fitchburg does not possess the financial resources to provide such a variety of library services to its own residents, let alone for those who live outside its political and tax boundary. Therefore, it is crucial for us that a continuing program of state and federal subvention be provided for regional public library service.

The public does not and should not restrict its use of public libraries because of municipal or even state boundaries. (In Fitchburg we experience considerable use of the library by residents of several southern New Hampshire towns, which are only 10 - 20 miles away and are a part of the Montachusett business region.) Furthermore, a public library cannot limit its service to a special group of individuals. For these reasons, no other type of library service can make a stronger case for state and federal support. In Massachusetts we have a state program, somewhat limited, that supports the regional public library systems. The need for federal aid exists as well, primarily to supplement the state funds by supporting the somewhat more special services - such as film service, and interregional and interstate functions. These federal funds need to be provided not in the sporadic fashion of the past but on a continuing basis from year to year so as to enable us to make long range plans for more effectively using the funds available.

Although I believe that the regional concept has enabled us to make great strides in improving library service, I also recognize that this approach by itself cannot adequately meet the needs of all of our publics. In some respects the emphasis placed upon the networking of public libraries during the past decade may have prevented us from confronting some basic issues that can only be dealt with at the local level. This matter was the subject of considerable debate when the Minimum Standards For Public Library Systems were adopted in 1966; the minority contended that standards based solely on the systems concept provided little guidance and help for the local library. Furthermore, the systems have been primarily concerned with developing more efficient ways of providing library service for larger areas as opposed to determining and meeting specific needs of individuals at the local levels.

In most cases the programs developed - such as interlibrary loan, shared collections, resource centers, and cooperative cataloging - represent traditional types of service for our traditional clients. A real concern for serving all publics is a somewhat recent development and one that has expressed itself at the local level rather than at the system level. Also, the coordination of different types of library service - public, school, academic and special - can be better handled at the local level. Therefore, I believe that in the years ahead we must move beyond the regional systems to develop programs that will encourage coordinated efforts by different types of libraries and other agencies at the community level. The importance of this concept has been recognized in two recent publications which should provide some guidance for us: Total Community Library Service and A Strategy For Public Library Change.

The conference on Total Community Library Service placed great emphasis on considering new ways for public libraries to work more effectively with schools and school libraries. Some of the reports and recommendations relate to concerns we have in Fitchburg and may be of value to the Commission in considering new directions for federal aid programs. The Conference recognized that students require both public library and school library services and called attention to trends that are bringing public libraries, school libraries, schools and other agencies closer together. In Massachusetts the recent development of school libraries, the improvement of state college libraries and the appearance of new community agencies are making the need for a coordinated effort at the local level more obvious. The situation in Fitchburg in this respect is not unique. Up until the early 1960's the Public Library was the principal source of library service for all segments of this community. Elementary and junior high school libraries were non-existent; a room the size of a large classroom served as the high school library; an old gymansium housed a small collection of books at the State Teacher's College. Within recent years we have witnessed the rapid development of the Fitchburg College Library, which will soon move into a new $6,000,000 facility; initiation of library service at the city's two junior high schools and several elementary schools; the birth of a regional vocational technical school and a community college. Furthermore, the growing use of audiovisual materials and television in the schools at a time when the public library is making such materials and equipment available presents opportunities for interagency programs in this comparatively new field of education. For example, the director of audiovisual services for the Fitchburg School System has discussed with us the desirability of cataloging non-print materials for several agencies on a cooperative basis to produce a union catalog of these materials for the public and various agencies of our area.

Despite the obvious need for interagency ventures at the local level, little is being accomplished for several reasons. Some argue that it is the professional's responsibility to initiate and develop such cooperative programs and that outside funding and/or new organizational structures are not required to achieve these goals. If this be the case the problem could be handled by the profession at large, which appears to be the current situation. However, the Commission might help by recommending ways in which members of different professions might work together to develop new strategies for dealing with common concerns with the hope that the results of such meetings will make their way down to the local level.

Unfortunately, the chances of such cross fertilization occurring between professions without outside help is not bright. Although there are several trends that may change this situation, there are still too few examples of successful and significant programs involving public libraries and schools. Many teachers continue to place a low value on the role the library can play in education, and many public librarians exhibit negative attitudes toward teachers because of their experience with what they consider unrealistic library assignments, unwarranted requests for special services, such as film service, etc. At the state level in Massachusetts attempts in recent years to create an umbrella organization for public, school and academic librarians within the Massachusetts Library Association have failed and a proposal to merge the Massachusetts School Library Association and the Massachusetts Audiovisual Association was voted down.

A case can be made for doing something more about coordinating library service at the community level. In the Conference on Total Community Library Service J. Lloyd Trump called for a completely new approach. He claimed that "until somebody comes up with community coordination in the form of a community director and board of learning resources, conferences of this type will be a pleasant experience and nothing more." No doubt others have recommended this concept, including Emerson Greenaway in an article that appeared a few years ago concerning school and public library service. Certainly I do not presume to suggest a ready answer to this problem. I do want to call your attention to the need for this type of coordination and suggest that its desirability and feasibility may differ greatly depending upon the size of the community. More prototypes such as the Philadelphia Action Plan and the Olney Project are needed to answer some of our questions, and therefore, the Commission might consider recommending a federal program that would fund such experimental projects.

Respectfully submitted,

Arthur J. Kissner

Arthur J. Kissner
Chief Librarian

August 23, 1973

The greatest need of libraries in America today is to make more effective utilization of their collective resources. It is true that gains have been made toward this end through the use of new procedures and electronic technology. Most of these gains, however, have not seriously affected the relationships among libraries, and thus do little toward broadening the resources available at any one library by allowing improved access by its users to other libraries. The effective utilization of library resources means that there must be attempts made to increase the sharing of materials and information among libraries, that new channels of information must be opened not only to and from libraries, but between libraries. The challenge that awaits us now is to create functioning and useful networks of information agencies.

If libraries were to be subjected to an impartial but comprehensive investigation of their use of public monies, the resulting scandal would blacken the positive image of the library in America for years to come. Such an investigation would show that, despite a century of concern about duplication of effort and years of warnings about the folly of libraries trying (still) to become individually self-sufficient in their holdings, most libraries continue to operate in relative isolation from others.

Of course there is interlibrary cooperation, and library consortia and networks do exist. NPAC, OCLC, 3Rs, ILL, NELINET, MINITEX, HILC, and FAUL are well-known examples of different kinds of interlibrary cooperation. Some have been quite successful. Yet, on the whole, it appears that the vast upwelling of cooperative spirit and activity that has been the subject of so much of the recent library literature is in good part talk and pious intention, or perhaps just talk. Relatively few solid, continuing achievements have been made.

Cooperation is almost always difficult. It invariably involves a certain loss of autonomy for the participating parties, and autonomy, particularly fiscal autonomy, is jealously guarded by most library administrators and overseers. Even if a librarian desires to engage his library in cooperative activities with other libraries, he often cannot justify to his board or administration the expenditure of library monies on projects over which neither he nor they have absolute or even overiding control. Countless interlibrary projects have failed because of inadequate funding. Very substantial benefits must be shown before such funding is likely to come from libraries themselves, leaving us with a chicken and egg situation.

As we have found in Worcester, however, even modest outside funding is sufficient to lower this barrier to cooperation. The entire support of the Coordinator's office, after 2½ years of primary dependence upon outside sources, is now being undertaken by the member institutions. Such support could never have been obtained at the outset before benefits had been adequately demonstrated.

Funds must be made available on a consistent, national basis to encourage the development of new library consortia and other interlibrary activities, and to allow existing consortia to experiment with new cooperative programs. Local consortium membership in larger, regional consortia should also be encouraged. The Worcester Area Cooperating Libraries has joined NELINET in a natural alliance -- NELINET, with the greater resources, is providing computer-based information-handling capability, while WACL, composed of libraries in close physical proximity to one another, is concentrating on the exchange of actual library materials. The former is essential in order for the latter to be carried out. This model deserves exploration in a variety of contexts.

Sharing of resources is in part dependent upon the adaptation of new technologies to the library arena. Thus there should also be funding for research in this area. Money has been spent in library research on the application of computers, video, and the like to library situations. Such support should continue, with particular relevance, however, to cooperative users of them.

Sharing of resources is dependent also upon the ability and willingness of people to use the new technology cooperatively. Very little research has been carried out in this area. It is badly needed.

Facilitating the sharing of informational resources is a meaningless exercise if the resources that people need are not in the library. The library cannot be a universal information source. It can, however, adapt to needs of those it serves. Too little is known about how people go about obtaining the information they need, whether they do in fact obtain it, or what the nature of that information is. We should be trying to find out systematically, at all levels of social conduct.

It all means money, of course. I would suggest, however, that much of the money is already available and going to libraries, but for the wrong purposes. The HEA Title IIa program, for example, encourages duplication of materials. More of those monies should go to consortia. A larger proportion of LSCA funds should go to Title III, which would do more than anything also to encourage more multi-type interlibrary cooperation. NIH, NSF, NEH, and OE funding of library research should be better coordinated, and more emphasis placed upon developing viable mechanisms for sharing of resources among libraries and other information agencies.

Information is an increasingly valuable commodity in our culture. If libraries cannot effectively provide it, they may well be by-passed as vital parts of the vast information exchange which society is becoming, and recede to a status more in keeping with the common stereotype of the library.

August 14, 1973

LOCAL AND REGIONAL LIBRARY CONSORTIA

A Discussion Paper Prepared for the NELINET Executive Committee, February 21, 1973

by

Raymond DeBuse
Worcester Area Cooperating Libraries

Within New England there are two dozen or more subregional library cooperative organizations, including various kinds of consortia, public library systems, and more limited purpose, informal cooperative groups. NELINET has formal ties with two of these organizations, the Worcester Area Cooperating Libraries and the Boston Theological Institutes, both of which are members of NELINET. In addition, it has an informal relationship with the New Hampshire College and University Council.

Questions have been raised as to how these and other similar organizations should relate to NELINET and, perhaps more importantly, how the local and regional efforts affect one another. Most cooperative library organizations have essentially the same general purpose: to provide more effective library service through the sharing of resources -- money, materials, and people. Specific goals vary considerably, however. The primary goal of NELINET is to reduce the rate of increase in the costs of processing library information. The major goal of WACL, on the other hand, is to make more effective use of the library resources of its membership.

Functional Differences

This difference in major objective should not be taken as an indication of a wholesale difference between the two consortia -- both hold the other's main goal as a secondary objective. Yet there is still a difference: the local consortium is generally more directly concerned with service to the library user. The local consortium usually consists of a geographically "natural" grouping of libraries (subject library consortia often excepted), among which materials sharing is usually easier than with libraries located at a greater distance. Thus the local consortium would seem to fill an "ecological niche" that may be unsuited to the regional consortium. The libraries of Worcester would hardly expect

NELINET to provide some of the services that WACL does, such as twice-daily interlibrary book delivery.

The regional consortium, because of the distance factor, must almost of necessity concentrate on handling data rather than materials. Centralized processing of new materials is a possible exception to this "rule", but the amount of autonomy that individual libraries and local library consortia must relinquish to the regional center in such an arrangement is a serious stumbling block to the success of that kind of cooperative effort. Witness the fate of the Colorado centralized processing project. The Massachusetts BCL effort has succeeded so well because the central authority, in this case the state, holds the fiscal control.

Thus the regional consortium usually attempts to provide regional computing facilities for the technical services. Computers can be made to act efficiently upon certain kinds of library data at a distance. This efficiency increases as the number of libraries using the facility increases, up to a limit.

Economy of scale, then, provides strong reason for local consortia to participate in regional network data processing. To do such processing locally may be much more costly, particularly if it means that a large, general-purpose computing system serving a variety of users must be utilized. If, however a dedicated mini-computer can be used, the balance may tip toward the local effort for some library functions. This seems not to be true of cataloging which, as accomplished with the OCLC system, provides economies through the widespread sharing of data. It requires a fairly large CPU for the complex functions required by shared cataloging. Serials control may also benefit from a sharing of data, although the argument seems less strong. The regional system would appear to be less likely to hold advantages in the area of ordering. This would be particularly so if ease of resource sharing among libraries is in part a function of the distance between the libraries in question, making success in acquisitions coordination (and subsequent sharing of acquired materials) more probable on a local level. A local cooperative ordering system could probably be better adapted to the conditions presented by a specific coordination scheme.

Circulation control also, because of inter-institutional sharing and a relatively high volume of transactions, may be better accomplished on the local cooperative level.

These considerations assume, of course, that most libraries are geographically located in relatively close proximity to other libraries with which these kinds of cooperation are possible. There are probably few New England libraries for which this would not obtain. I am ignoring here the political problems inherent in the creation of viable local consortia, however.

Would widespread local cooperative activity weaken the regional consortium? On the contrary, in some ways it may in fact strengthen the larger effort. Libraries would affiliate with it in blocks, as has happened with WACL and BTI in NELINET. The mere existence of a local consortium apparently aids in disposing reluctant librarians to join in a regional effort. Local consortium staff can assist in the development and implementation of regional systems perhaps to a greater extent than can the staffs of individual libraries. In addition, local processing systems could in fact be developed by the larger network and then installed within the individual consortia throughout the region, much as replication of the OCLC system is being planned in various parts of the country. Such a scheme would facilitate interfacing of the local and regional computer systems.

In considering alternatives such as these we must not reject out of hand the possibility that the OCLC dream of cataloging, ordering, serials, and circulation processing all on one large, central computer may not prove effective and economical. Conversely, we must not accept the entire dream without questioning its practicality for each of the functions mentioned.

Problems

There are dangers in creating formal relationships between local and regional library consortia. One is that a multi-state regional development effort is almost certainly more difficult to fund from within the region than is a project that does not traverse state lines. Funding from a national source would obviate this problem, but such funding is becoming more scarce, particularly for hardware-oriented proposals such as a computer system.

Another potential danger is that the regional activities could conceivably undermine purely local cooperation. If the regional activities offer greater cost benefits than the complementary local activities, and if each library is a node in the regional computer network, the primary focus may be given to the regional effort, and worth-while local activities could languish. This situation could be hastened if the regional consortium became quite powerful and its staff did not perceive the advantages and the often tenuous nature of local cooperation.

There is another aspect of this as well. I have looked at library cooperation particularly as it facilitates processing. There are, of course, other areas in which cooperation is being carried out: reference services, direct cross-borrowing, development of media centers, central storage, document delivery, micro-filming, and document preservation, to cite some of the more common examples. Only a few of these have been alluded to above, and none has been dealt with in any detail. My discussion thus reflects what seems generally to be the emphasis in most deliberations about regional cooperation: the computer-based processing capability precedes all else. Perhaps this is necessary, that there would be no regional deliberations if it were not for this concept. I have suggested as much here. Yet, the library may be in danger of becoming an efficient but uneffective provider of the kinds and forms of information needed by our changing society, a computer-based anachronism. Perhaps we should be looking more at direct information services, at cooperative means of developing multi-media capabilities, or at new forms of library service, such as utilization of CATV and other means of delivering information beyond the library walls. Some of these things are now being attempted on a local level. Such efforts should be encouraged. Regional and even national networks are of value only as they can keep costs down and enhance service. If there is less service to enhance, because information is being obtained elsewhere than from the library, will we have gained anything for our labors?

One of the reasons for forming library consortia has been to reduce duplication of effort. We are now faced with the spectacle of having moved from duplication among individual libraries to duplication among library networks. Actual or threatened competition between various library networks is not at all unusual. Consider the proposed Harvard-Yale-Columbia-New York Public cataloging system. Consider the UMass system. What if several local consortia in New England decide to install Bibnet (if that becomes possible)? Economics of scale are going to evaporate if extensive duplication does develop. Ultimately, one or two systems may succeed and thus keep others from being implemented. If several are implemented, however, some may have to fail.

It does not appear that there is any easy way to inhibit duplication at this state. Some mechanism for bringing together representatives of library consortia, including public library systems, in New England on a regular basis may have some effect. Perhaps one of the professional associations could be induced to sponsor a conference out of which such a mechanism might emerge.

Conclusion

A number of functional relationships, actual and hypothetical, among different levels of interlibrary cooperative organizations have been touched upon. Organizational relationships will in some measure be determined by whatever form of functional relationships ultimately develop, tempered by political considerations. We will eventually have to face up to the problems in these areas as well. For now, however, it is important that we understand what can be done at each of the various levels of library organization. Until we can see what NELINET, the New England Library Board, WACL, BTI, state library networks, and all of the other cooperative organizations in New England can and should each be doing, we are not going to be able to obtain the optimum benefits possible from cooperation.

Raymond DeBuse
Coordinator of Library Systems
Worcester Area Cooperating Libraries
Worcester, Massachusetts

GREENWICH LIBRARY

NOLAN LUSHINGTON
DIRECTOR

July 31, 1973

Mr. Frederick H. Burkhardt
Chairman
National Commission on Libraries
and Information Science
1717 K Street, N. W.
Suite 601
Washington, D. C. 20036

Dear Mr. Burkhardt:

This is in reply to your request for written testimony dated July 10, 1973.

As I understand it, you would like us to choose one of the six topics mentioned in your letter to comment upon. Therefore I am aiming this letter at No. 2 - Priorities for Service, with perhaps some side comments on No. 3 - Regional Resource Centers.

It seems to me that national planning should obviously be directed at coordinating state and regional level planning that is in existence. Therefore, I think it would be useful to establish some kind of structured liaison relationships between the National Commission on Libraries, the American Library Association, the New England Library Association and the various state library agencies. This will be needed especially in coordinating the development of service to the unserved since all too often service to the unserved has fallen into a crack between local library service and state library service. An example of how this could be coordinated might be the question of who are the unserved. Librarians have constantly been requesting money and thinking about innovative concepts for serving these unserved people. However, there seems to be no general agreement in the profession on how they can be identified or characterized and there are very few surveys of non-library users in the literature. Perhaps the National Commission could concentrate on research to uncover various characteristics of the unserved. For example, a profile of the typical non-library user would be extremely helpful with an emphasis on ways in which the non-library user can be reached. I would see the National Commission's primary role as a switching station whose function it is to pass research information from the university and researchers into the field in general where it can be utilized for improving programs. In this connection regional resource centers are in many cases ill equipped to provide the kinds of general

101 WEST PUTNAM AVENUE · GREENWICH, CONNECTICUT 06830 · (203) 869-4700

research on which their services should be based. For example, regional resource centers often try to set up information centers to service questions that cannot be answered on the local level. It is very difficult for these regional resource centers to do this since so little information is available on the cost of answering a typical non-local reference question. Research on this is not generally available in the field even though it may exist in higher level educational institutions. It is important for us to know a little bit more about how regional resource centers can be structured and who uses them before we can develop criteria for their operation. For example, in the Fairfield County area we are quite concerned about the lack of sophisticated material coming into the public libraries in this area. As you know, approximately over 25,000 titles are published in the United States each year. Our best estimate indicates that only 10,000 of those titles are currently going into Fairfield County libraries and in most cases these 10,000 titles are duplicated again and again in libraries within these areas. What we don't know is how many people in this area would utilize the other 15,000 titles if they were available. We are also unaware of innovative methods of storing and gaining access to very little used materials that could perhaps be purchased and stored in a relatively inexpensive warehouse type environment somewhere in the County. There must be many suburban areas all over the United States with a similar kind of problem yet no one is available to pinpoint the research needed to make literature searches to determine if the research has been made and to direct information about available research to the local level where it could be utilized.

Although it is not included in your list of topics, I feel very strongly about the question of federal funding for libraries and am a little surprised to find that it was not included. Many practicing librarians find it difficult to understand why the National Commission is not taking leadership in this important area or if they are taking leadership, it would be useful to have your leadership role publicized more widely. Certainly if we are not to be concerned with funding for public libraries on a national level, we are probably the only civilized nation on earth that is not supporting funding for libraries on a national basis. I believe it would be useful for the National Commission to take a stand on this issue. If they are for funding on the national level for libraries, what is their position on the kind of purposes of national funding? Should national funding find its way down to the local level to supplement local funds; should it be used on the state and regional level to create regional reference centers or should it be used merely for research? It would be useful to know what the Commission's stand is on this kind of federal funding.

Sincerely yours,

Nolan Lushington

Nolan Lushington

NL:ah

ELIZABETH G. MYER
Director

Rhode Island Department of State Library Services

STATEMENT

Prepared for the
National Commission on Libraries and Information Science

Thank you for the privilege of submitting testimony to the National Commission on Libraries and Information Science, in conjunction with the Regional Hearing in Boston. I welcome the opportunity of presenting my views conditioned by library experience in a State agency over a number of years.

These views acquired through such experience center on the conviction that the State library agency should be a key force in achieving integrated library services. My recent official connections with NELINET (New England Library Information Network) and with NELB (New England Library Board) have reinforced this opinion. Only where there is strong leadership and expertise at the State level can there develop sound networks within the State and operative networks at a regional level. Obviously an immense strengthening of State library agencies is required to reach this goal, and this requirement appears in the 1970 revision of Standards for Library Functions at the State Level. It is gratifying to encounter this policy not only in the legislation of the Library Services and Construction Act Amendments, but in the thinking of the National Commission on Libraries and Information Science.

A great deal needs to be done generally, to upgrade existing library services. There is no strength gained by linking weakness with weakness. The citizen usually meets library service at the lowest level, and this can represent to him or her what is available. The new tide of decentralization and direction away from bureaucratic control must accordingly be paralleled by the development of sound, alive, and efficiently functioning outpost libraries so that, when networks are perfected, the end result is service to the local enquirer. This building up of local agencies is largely the province of State government. Nevertheless, the

Federal input is and will continue to be invaluable in a major way in providing incentives for innovation and funding for linkage.

The irony of the proposed withdrawal of Federal funding and of Federal oversight at the very onset of significant long-range planning done by fifty State library agencies is striking. Many such plans, shared by State library agencies, have shown a new thrust, each tailored to the state of the art in its own home State, but each eminently usable as a tool to create a network at higher levels.

The need of such a body as the National Commission has become increasingly apparent. From its situation in the Federal government it can provide a sounding board for information from a cross section of citizenry in all parts of the country. This information can be evaluated for timeliness, authenticity, applicability, and can, in turn, be fed back in the form of sound, long-range planning.

If our nation is to maintain some responsible leadership in the world, better means of providing information is essential. Not only officials in government but the electorate should be able to act intelligently because of knowledge adequately available. Hopefully, the Commission can point the way for achieving this.

New flexibility, new knowledge on sources, new means of tapping them, new summation and distribution of information, and new speed are urgently required in the field of research. Besides strengthening resources for research, a pattern of utilizing them fully should allow a real opening up of riches of knowledge held in this country, in identifying and organizing them for use. Present methods are too haphazard, too privileged, too slow, and too unpublicized.

There is expertise in the profession, which, given an opportunity with funding, could devise with the Commission's help a plan for identifying and preserving informational materials and records. New England should be a leader in executing such a plan.

On some specifics, we should like to see the Commission devoting attention to the exploration of certain matters so as to offer its recommendations in the following areas:

> Evolvement of a truly national network of library and information services.
>
> A practical solution to the copyright problem, that would be fair to the originator of material but would provide a workable means of utilization.
>
> A strong position with guidelines on intellectual freedom that can dispel the threat of a Sword of Damocles wielded by sporadic groups.
>
> Constructive encouragement of the use of every modern technological means to identify, organize, and make available resources in information.
>
> Enlightenment of citizens as to what libraries are offering them.

Ascertaining needs, stimulating fact-finding, promoting coordination, the National Commission can, in its position of preeminence, prove to be the most significant factor in library direction in this era. Its role in national leadership is timely, valuable, and welcome.

Working at the State level in a small State like Rhode Island, I can truly say that the State library agency has its finger on the pulse of most of the total library pattern. Therefore, I can testify with confidence that the three-way mix - local, State, and Federal - has been exceptionally profitable in the input from library personnel, in the sharing of ideas and ideals, and in the efficient use of funding at all three levels.

Thank you again for giving me this opportunity to express my thoughts for this Hearing.

Ms. Elizabeth G. Myer, Director
Department of State Library Services
95 Davis Street
Providence, Rhode Island 02908

COMMENTS ON COMMITTEE QUESTIONS

1. A national planning document would logically include attention to Federal legislation for libraries.

    a) To provide for continuity of Federal input, and to meet deadlines in termination of present library legislation.

    b) To provide updated, legislative basis as necessary to allow for development under long-range planning.

    c) To encourage greater coordination of all types of libraries towards the goal of maximum library service to the citizen.

2. Inequities in today's system stem not so much from an inadequate formula as from the way Federal input is given.

    a) Lateness in providing firm budgetary figures to States, which obviates sound planning on an assured basis.

    b) Confusion and uncertainty over appropriations which have stopped or thrown into reverse many good programs within States.

    c) Some of the report requirements of USOE, in view of indefinite Federal funding.

    d) Uncertainty over the ultimate appropriations, when they need to emerge from Congress, survive OMB, and weather any impoundment.

3. Reasons for compelling the government to consider interconnecting the libraries and information centers of the nation according to a national plan can be enumerated.

    a) There are resources untapped, unused, because of lack of operative agreement.

    b) The nation needs information and service from all sources, based on a formal agreement, with funding.

    c) Only the national incentive, leadership, and funding can open the way for regional networks of diverse elements to work together into a national network of information and service.

    d) Sheer cost of the total published and produced necessitates the efficient use of funds for acquisition, organization, and dissemination.

4. The Federal investment policy in libraries should be strongly funded on certain principles.

   a) That funding be nearer authorizations.

   b) That funding go to State library agencies with built-in provisos:
      (1) Adherence to approved State programs
      (2) Maintenance of local effort
      (3) Accountability

   c) That discretionary funds be included, for new, innovative pilot projects.

5. The Federal government carries certain responsibilities toward the development of a national network.

   a) Provide the necessary legal basis.

   b) Stimulate through adequate funding.

   c) Open communication and service so that Federal libraries, special libraries, academic libraries, public libraries, and school libraries can work together in a framework under a national plan.

6. State government should exercise greater leadership and responsibility towards developing a national network.

   a) Effect within its own area a totality of cooperation.

   b) Link resources within the State to the national network through strong regional development.

   c) Ensure necessary legislation for participation.

   d) Stimulate improved funding on the State and local levels, accompanied by strong accountability provisions.

   e) Provide an ever improving climate of the availability and value of resources made possible through coordinated effort - within State, regionally, and nationally.

7. A State should want to belong to the national network for important reasons.

   a) Needs of citizens, and indeed of government officials, are daily more complex, requiring a broad as well as in-depth source of information.

   b) Mobile society has a right to expect equal opportunities of service anywhere in the nation. A national network would make this more possible.

   c) The effect of being part of a national network would mean, in many States, observance of higher standards. Improved resources, better bibliographic control, heightened access.

James H. Laubach Jr.
P. O. Box ~~295~~ 936
Brattleboro, Vermont 05301

September 15, 1973

National Commission on Libraries
and Information Sciences
1717 K Street N. W.
Suite 601
Washington, D. C. 20036

Dear Sirs:

This is forwarded in response to your invitation of July 10, 1973, to submit testimony prior to the October 3 regional hearing in Boston. It carries my apology for tardiness, and hope that the comments may be helpful.

These remarks represent only my own personal viewpoint. They come from one who is, by profession, a public accountant, and has been involved and active in public library trusteeship at the local, state, and regional level.

My experiences have not touched on the subjects contained in your Committee Questions, and I am therefore unable to respond directly. I would, however, like to comment of item #4, page 2, of your letter--Means and Method of Providing Service is Sparsely Populated Areas. Within the last two years Vermont has instituted a books-by-mail service, gradually expanding it to cover the entire state. Some librarians have seen this as threatening their position, and have reacted with something less than whole-hearted enthusiasm. However, it has provided service to those who were unable or unwilling to use their local library, has done so at costs which compare favorably with conventional service, and has therefore been welcomed enthusiastically by many residents. A recent study of state library services in New Hampshire recommended the inauguration of a similar service, and it now appears possible that a trial will be made in the most sparsely populated area of the state.

It seems to me that this is an important adjunct to conventional library service, and should be supported if possible. I have no particular suggestion for national support, other than maintenance of present special mailing rates for library materials.

James H. Laubach Jr.
P. O. Box 299
Brattleboro, Vermont 05301

I would like to comment of three other areas of concern--public library trusteeship, inter-library cooperation, and funding patterns.

Trusteeship. From an admittedly prejudiced viewpoint, I urge the continuation and strengtheing of lay control of public libraries through policy-making (not advisory) boards of trustees. The responsibilities and functions of trustees are too well-known to require elaboration here. I would rather like to point out that the alternative seems to me to vest the responsibility for library services in the Town Hall, where they necessarily have a low priority and are a step further removed from the residents of the community, or at the State Capital, where they are still further removed from the community residents, their needs and desires. While many boards and many librarians fail to develop the full potential of the other party, certainly a proper cooperative effort on the part of lay persons and professional librarians results in the best service to the community.

Inter-library Cooperation. Considerable testimony has already been taken on this subject, but it appears to me that it has been primarily at the level of the larger centers, systems, and academic institutions. I would point out that the community that has a public library and a school library has an opportunity for inter-library cooperation. I do not agree with the observation that such cooperation must be coordinated on a national level.

As taxpayers, we see our school, our public, and our academic libraries, each having its own real estate, its own collections, and its own staff. We realize that each has its own requirements and its own "public" to serve, but we question whether the best use is being made of these resources. In particular, many feel that they are not being shared so as to provide the maximum service to all, with the least practical duplication, and hence at the least total cost. Many are hopeful that this hackneyed conversation-piece is a subject whose time has come for action--certainly at the local level, probably at the state level, and possibly at the federal level. There are examples of cooperation, coordination, and even integration being successfully pursued. Some have been stimulated by federal grants. I would urge the continuation of such grants (either direct or through the state library) not only for innovative, demonstration, projects, but also as seed money to enable a community to work out its own"best method" of sharing.

James H. Laubach Jr.
P. O. Box 299
Brattleboro, Vermont 05301

Funding. As do most people, I bewail the termination of federal funds previously provided for programs in which I have a particular interest--and dutifully respond to the appeal to "write your Congressman". At the same time, I subscribe (and am findind a surprising amount of suuport) to the basic philosophy that the federal government should undertake those projects that the states cannot, and those only, and that the states should undertake only those projects that the local communities cannot. I am not in favor of sending tax dollars to Washington, having some of them remain there for administration and control, and having the diminished balance returned to may state for state or local services. The same applies to taxes paid to the state capital.

Public libraries are primarily local institutions, and should be funded locally, with the state library, funded by state resources, responsible for back-up, or cooperative, or regional, services. I believe that federal funds should not be provided on a continuing basis for the maintenance of either state or local library services. I believe that they are appropriate for innovative programs on a demonstration basis, for seed money, or, of course, for supporting a national network or other project national in scope.

While it may be contradictory to the above, I do recognize the income tax--particularly at the national level--as the most powerful and effective taxing medium. I support revenue sharing as a means of distributing funds to states and communities, for use as they decide. Testimony previously taken spells out the difficulties of having such funds applied to library services. But some communities have applied revenue-sharing funds to library services. It is up to librarians and trustees to prove their library needs, in competition with the many other community needs. Where some have succeeded, others can too.

Very truly yours,

James H. Laubach Jr.

STATEMENT TO THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

--Arlene Hope
USOE, Region I,
Boston, Mass.

Summary:

Introduction

National Networking

Regional planning needs national plan now in order to tie in.

If total plan is not implemented as a whole, such separate parts as can be initiated now should be.

Priorities of Service

The average citizen should be given priority, both users and non-users.

Librarians should be trained to accept and promote the network concept. A public relations program on a national scale should be developed to change the image of the library and to stimulate full use of network service.

STATEMENT TO THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

Prepared for the Commission by Arlene Hope,
Library Services Program Officer, Region I,
USOE, in Advance of the Commission Hearing
in Boston, Mass. October 3, 1973

Introduction

I wish to express to the Commission my appreciation for this opportunity to bring forward some of the observations and viewpoints I have developed over the nine years I have worked with the Six New England States as their Library Program Officer in the U. S. Office of Education. Familiarity with the library programs of the six States and close association with the libraries of the Region have filled me with admiration for what they have been able to accomplish and with eagerness to spur them on to speedier realization of their still-to-be accomplished goals.

It is from the vantage point of regional thinking that I try to encourage the initiation of cooperative activities, because I am thoroughly convinced that some major library services can be dealt with cooperatively by this six-State geographic area, in preparation for national tie-in.

Therefore, for the purposes of the Commission's national planning document I shall attempt to concentrate on the first two of the topics suggested by the Commission; national networking of libraries, and priorities for service, particularly as these relate to the New England scene.

National Networking of Libraries

In 1969 I prepared an article for publication in the Library Journal(1) on cooperative activities in New England. Emphasizing the proposal already set forth by Walter Curley in his planning studies for several of the New England statewide library development plans, I stated, "To achieve the goal of total library service for New England, it seems evident that one overall coordinating unit is essential. A Regional Center could become this focal point and could provide, in addition to network and bibliographic services, supportive activities for libraries, such as computer services..."

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1. When I was five; Half a decade of LSCA in New England, by Arlene Hope. Library Journal, October 15, 1969, p. 3622-5.

Since that date several important steps forward have been taken by New England library groups towards regional cooperation. Through the efforts of the New England Library Association's Regional Planning Committee, a New England Library Board has been created, with powers under the Interstate Library Compact Law to develop regional services. Their advisory body, the Panel of Counselors, representing all types of libraries in New England is empowered to make recommendations concerning the whole range of regional services, and is currently urging that a regional service center, including interlibrary loan, be considered.

It is here that our regional concern broadens into national concern. The question does not seem to be whether or not a national network should be established, but how soon will it be ready for such a regional tie-in. Should we in New England move ahead with a local plan without any indication of what might be envisioned by the Commission as a national plan?

It would seem incumbent upon the Commission to produce as soon as possible some indicators of its thinking on the network development so that local planning can also proceed. The Commission studies were to be completed in January and March 1973. (Annual Report of the Commission, 1971-72, p. 30). If these give any evidence of need for a national network, a preliminary framework of the future plan should be prepared and issued now, not waiting several more years for the remainder of the hearings and their testimony. It would be better to present a guide for planning towards a national network which can be utilized now rather than four or five years hence.

Experience in tiny cooperative efforts, perhaps only between two libraries, shows that the whole gamut of library service cannot usually be encompassed simultaneously in one cooperative design. Rather, one element of service must be attempted cooperatively at a time. Nationally this will probably be even more true, so that, although a fully developed plan incorporating all aspects of user need and technological capability to respond to such need is the charge of the Commission, it is recommended that any segments of the plan that can be implemented separately be initiated promptly. Regional efforts can follow suit.

To sum up this topic, networks at the regional level exist or are imminent. The national plan for networks should be the Commission's first concern.

Priorities of Service

I have urged above that networks be given the highest priority consideration by the Commission. This does not assume however that I believe the researcher or scholar who needs a comprehensive collection should have priority in service over those unserved or inadequately served. The scholar usually has a strong motivation to use the library and its network, but the average citizen is not thus moved and can easily be deterred from pursuing his interests if he encounters any difficulty, however slight.

I should like to make the point that unless the library profession educates itself and the general public in network use, the establishment of a national network of sophisticated information retrieval will not be economically justifiable, as it will remain underutilized. It needs every citizen regularly using its terminals.

This must be a two-pronged effort, focussed on the first immediate contact point of the network--the over-the-counter meeting with the library patron. One effort must be directed to the training or retraining of every staff member in the network concept. Many librarians fear the unfamiliar new technology, may even be reluctant to have a telephone in a small town library or branch, may view such extended service as too much work rather than a source of customer satisfaction. You may hold that this contact training should be a local responsibility but I suggest that it will be the larger responsibility to develop staff training programs to insure successful network service. New England has recently had a six-State training program in outreach practices. Similar programs will have to be mounted to insure network acceptance by librarians themselves.

The other prong of effort must be directed towards both library users and non-users. A massive public relations program is vital to changing the image of the library from "something there" to a basic necessity for every citizen in his daily life. Again I see this as a nationwide re-education and stimulation responsibility into which local public relations efforts can be meshed.

Priorities in service, then, are not only to produce a better informed public who will make use of the service but a better trained staff who will be capable and willing to extend network services to all.

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UNITED STATES GOVERNMENT

Memorandum

TO : Charles Stevens

DATE: 8/23/73

FROM : Arlene Hope

SUBJECT: Commission Testimony

Enclosed are a few thoughts for the testimony.

You may not plan to ask me to give oral testimony, but I thought I'd just say that I think on that day it would be better to hear from our constituents rather than from me.

Also, I decided not to attempt the answers to the committee questions on Federal funding. I have some ideas on what I think might be the way to go, but I'll defer them until later.

Glad to learn that you will be at NELA for "WASHINGTON SPEAKS." See you then.

Sincerely — Arlene

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STATEMENT TO THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

Edward V. Chenevert, Chairman
Panel of Counsellors
New England Library Board

Thank you for your invitation to submit written testimony on behalf of the Panel of Counsellors of the New England Library Board.

The six New England states (1970 pop.: 11,848,000) have established by interstate compact the New England Interstate Library District, the governing body of which is called the New England Library Board. The Board consists of the six state library administrators, or their deputies, as Compact Administrators.

The Panel of Counsellors, established in October of 1972, is a forty member body whose function is to give advice and counsel to NELB. The Panel has six representatives from each of the New England states, representing each of academic, school, public, and special library interests in that state, and, additionally, two Counsellors representing the lay library community in each state. There are also four regional *ex-officio* members of the Panel with full voting privilege: the President of the New England Library Association, the Executive Vice President of the New England Council, the Executive Director of the New England Governors' Conference, the Executive Director of the New England Board of Higher Education.

Library Development in New England

By geography, as well as by confluence of a diversity of library interests, New England has a very real potential for the development of better library and information services to its people -- when so undertaken on a region-wide basis. (Examples of such activities, such as NELINET and the New England Document Conservation Center, have already been described in previous testimony before the Commission, and elsewhere, and require no further enumeration here.) The need, as I see it, is for federal legislation and funds to promote, encourage and support regional undertakings.

The New England Library Board, by its very nature and composition, can play an important and meaningful role, both as a sponsoring agency and as a supervisory agency, with auditing and fiscal responsibilities. (As presently constituted, it can be the recipient of funds, such as from the several state legislatures, foundations, state library associations, trustee associations, and other public and private sources.) Federal financial support of the New England Interstate Library District, in terms of basic operating budget, as well as for incentive and establishment grants for regional projects, programs and services, would have a far-reaching impact on New England library development.

In your letter, you requested that I focus on one of six topics, representing areas pertinent to national planning not yet fully explored in other hearings. If I may, I prefer to address myself to the first two topics listed: namely, national networking of libraries, and priorities of service.

National Networking of Libraries

I disagree with some of the earlier testimony which infers a downgrading of state library agencies as the result of revenue sharing and loss of LSCA funds. In Maine, for example, revenue sharing, thus far, has had no significant impact on local libraries. On the other hand, the threatened loss of LSCA funds had a very beneficial effect on the Maine State Library! The state assumed responsibility for funding those on-going programs and services which had previously been funded under LSCA. And -- on the local level -- certain demonstration projects, previously funded by LSCA categorical grants via the Maine State Library, were assumed by local government since they had demonstrated their viability.

The point that I want to emphasize, however, is that any national planning document concerned with national networking of libraries should have at its matrix the state libraries of the fifty states. Disparate as may be the state library agencies in the several states, it seems to me that they offer the best hope of coordinating the diverse interests and efforts of the academic, school, public and special libraries, consortia and systems which prevail in each state.

Moreover, when a group of states by interstate compact, as in the case of the New England Interstate Library District, agree on a regional entity, then the national network should incorporate this level of organization within its structure.

In brief, I see the basic framework of a national network of libraries to be the fifty state libraries, regional inter-state library districts as they evolve, and the Library of Congress as the national library designate.

Woven into this basic framework, by contractual arrangements and otherwise, will be the participation of the federal library system, the large urban public and private research libraries, the highly-oriented special libraries, the newly developing technological consortia, etc., all of which have a unique contribution to make toward a total delivery system of library and information services.

Priorities for Service

I do not see the problem as stated topically in your letter, i.e. "development of service to the unserved vis-a-vis those who need access to definitive or comprehensive collections." Rather, the problem lies in available resources and skills.

For example, 16 mm films are very effective with pre-school children and with senior citizens. Yet, in Maine, just two years ago, a Governor's Task Force which studied Maine libraries concluded that if you took all the public libraries in the state (and there are about 250 of them), you couldn't put together one decent audio-visual collection!

Let me say that, speaking as a public librarian, given assistance in resources and skills, we can identify and serve the unserved, as well as find ways and means to gain access to more comprehensive collections. Such should be the concerns of the national planning document.

Portland Public Libraries
Portland, Maine

Board of Library Commissioners
Commonwealth of Massachusetts

Bureau of Library Extension *648 Beacon St., Boston, Mass. 02215*

Statement to the National Commission on Libraries and Information Science, Boston, Massachusetts
October 3, 1973

Introduction

I am Lydia R. Goodhue, Chairman of the Board of Library Commissioners of the Commonwealth of Massachusetts. Our 5-member lay board is appointed by the Governor. Through the state library agency, the Bureau of Library Extension, we are responsible for library service at the state level and for administration of federal programs in the state. As such, we provide library leadership, administer programs, and are a regulatory agency.

Appended to this statement are four documents which guide us in our assessment of problems and in our long-range planning. They are:

The Arthur D. Little Report, a study of library service in Massachusetts;

The Erwin Report, a study of school library service in Massachusetts;

In-depth Survey of Regional Systems, a study of the three regional public library systems in Massachusetts.

Long-Range Plan, the 5-year plan formulated under LSCA.

Assets

Before stating some of our problems, as requested, I would like to say what is good about library service in this state.

1. We have many excellent libraries - not only public libraries, but a wealth of academic and special libraries. We have large numbers of professionals among our librarians who are willing to take an effective role in library leadership. And we have a high level of educated library users, including many students.

2. Our regional library systems are good and improving. Our state aid program, with its minimum standards and its funding, has been a catalyst for improvement. Presently we are instituting a policy leading to eventual free reciprocal borrowing throughout the state.

3. School library service is improving - there was, alas, plenty of room for improvement.

4. We are reaching some of the unreached - the disadvantaged, the non-English-speaking, the handicapped, the institutionalized - but our successes are tantalizing because there is so much more to be done.

5. We are part of New England, an area which is already used to thinking in regional terms.

Problems

At the moment we are unsettled because of uncertainty as to our position in state government and because of the collapse of federal library funding. However, a year ago we anticipated both of these problems and filed legislation to improve the state library agency's position and also legislation to seek state funds in all areas funded federally in the recent past.

For the purposes of this hearing, the Board of Library Commissioners wishes to concentrate on the following problems and areas which provide opportunities for the future.

School Libraries

We would like to see a national policy to reinforce what is now in the schools in the way of library service. People conceive of schools as being supported entirely by local taxes and yet this is not working. There is not the local impetus and capability to deal with some things such as special education, reading disabilities, and library or media service. We would further like to see reinforcement of the idea that both public and school libraries are needed and that they must cooperate.

Federal Funding

We concede that states should do more in the way of library support. Nevertheless enormous strides have been made under federal funding and this progress could continue and be evaluated and shared if federal funding were at all dependable. As it is now, it is not possible to do any long-range planning. With a few notable exceptions, revenue sharing money simply has not gone to libraries. We have not successfully competed with the needs of public safety, sewers, etc.

Federal Planning

Regarding the National Commission's planning function, we would want to be assured that it is an effective part of the Executive branch and that the national leadership really listens to its findings. It is disheartening when the President impounds library funds, appropriated after intensive support of library enthusiasts from across the country. We hope that in the future the executive will at least listen to its own planning arm. Thus we hope that your planning will include a liberal dose of support of funded programs.

Regional Approach

Federal solutions are not always appropriate but, even where the solutions are regional, the federal level could encourage regional planning between states. You will no doubt have heard from the New England Compact and from NELINET. Our outreach leadership training programs have been exciting. We have a New England professional library organization. Perhaps the National Commission could encourage more in this line - something in the library field which is akin to the New England River Basins Commission in the water resources field.

Interlibrary Cooperation

Our most intriguing problem (and opportunity) lies in the area of cooperation between libraries of all kinds. Ours is a comprehensive regional library system, but we could include more of other types of libraries. As our Arthur D. Little Study indicates, there are rich library resources in this state, but they are not cooperating. In part this is due to the lack of incentive, of funding. LSCA Title III funding for this is small indeed. But even in this area of networking there are hopeful signs. The Hampshire Interlibrary Cooperative is an established resource and the Worcester Consortium has made a fine beginning.

Spreading the Word

I should like to close by saying a word about the need to go into the new technologies. Certainly we need to plug library service into these exciting new techniques. The more sophisticated library users, indeed, will demand that we do so. But there is still a great deal of work to be done with the unsophisticated user and the potential user. Many people simply do not know enough to ask for the excellent present-day library service which is available right now to them. So, while we are concerned (as we are) with new techniques and fields, I believe we could all of us do a great deal more about telling people about the full range of library service which is presently offered.

PLYMOUTH STATE COLLEGE
OF THE
UNIVERSITY OF NEW HAMPSHIRE
PLYMOUTH, NEW HAMPSHIRE 03264

HERBERT H. LAMSON LIBRARY

August 16, 1973

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries and Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

This letter responds to your invitation to submit testimony to the National Commission on Libraries and Information Science prior to its New England regional hearing on 3 October 1973.

I spoke to Mr. Roderick Swartz during his visit to the New England Library Association conference last October; and since that time, my thoughts have not changed to any great degree concerning the importance of networks and various priorities facing libraries which might be solved at the federal level.

1. The network concept is undoubtedly an aspect which deserves the tremendous attention it has been receiving. However, there are problems facing smaller libraries which must be dealt with if they are to interact in the networks. If we truly believe in the concept of providing every citizen, no matter where he may reside, with equal access to needed information, then it is of the utmost importance that participation in networks be made possible in remote areas. The immediate problem is the ability to buy this service in communities which can barely support even less than minimally acceptable standards of library service. This applies also to small academic libraries in remote areas whose students cannot receive the full benefit of the education to which they are entitled without the same access to information as a student in a large urban university center can access. It seems to me that the responsibility of the federal government is clearly to make it financially possible for networks to be brought to the remote areas despite the fact that fewer numbers of the population are served in this way but because of the fact that their need for a substitute to local access to resources is overriding. The federal government should participate financially to a much greater extent than it has to date in supporting development of the networks if we truly expect them to become functional to the extent which we believe is technically possible. I do not believe it is possible to provide sufficient funding from private or local governmental sources; and until the federal government legislates and finances network programs, they will continue to be merely an idea which becomes real only to a very small number of people.

2. The federal government should financially support the development of computerized systems for using the data supplied on MARC tapes. OCLC has done a remarkably fine job in developing the technology to use the data supplied to it. However, the cost continues to increase while at the same time income to libraries decreases and cost of materials increases. I believe it is improper to continue to rely on the support of private foundations only but that the federal government should fund those programs which now give evidence of promise of success. We have been waiting a very long time for the full benefits of computerization to reach libraries and without sufficient financial support which can only be provided by the federal government programs can only continue at a slow pace and at greater long-term cost. It is my suggestion that OCLC enter into a contractural arrangement with the federal government to carry on its work and perhaps with greater funding could move more quickly so that the benefits could be realized at an earlier date. This library is an example of one who was participating at NELINET as an introductory member with the intention of continuing on a full-time regular basis until NELINET's arrangements with OCLC introduced such rapid and large cost increases that we were unable to make the financial commitment. We need very much to have the service in house instead of 100 miles away as we now "sponge" through the University of New Hampshire. However, we simply cannot absorb the cost factors as they now exist for it means not less but more staff in addition to the terminal fees, line charges, etc.

3. The old cry concerning the backlog cataloging at the Library of Congress and the cataloging priorities, time lags, etc., cannot be omitted from this testimony. As an academic library firmly committed to non-print as well as print sources of information, it is just as vital, if not more so, that all materials be promptly cataloged and processed and made available for public use. We have grown to rely on the Library of Congress cataloging for print materials. We see no reason to add greater costs of processing for non-print materials because of Library of Congress' priorities. I shall not debate where the problem lies because I do not know, but I do believe it is not an insurmountable problem and that given proper direction and financial support non-print materials can be promptly and correctly cataloged with data provided for users in all kinds of libraries in the country. We contradict the very things we talk about when we urge libraries to provide non-print materials and then put the cataloging obstacle before them. Why should noncommitted people open their arms and shelves to cataloging problems and try to promote user's interest in materials which they find hard to make bibliographically available to them? They should not. I believe this is a very serious responsibility of the Library of Congress cataloging service. If not the Library of Congress, then the Commission should establish another federal cataloging unit which will provide the service.

4. I have just read the testimony presented by Edmon Low on August 1 before the Senate Subcommittee on Patents, Trademarks, and Copyrights. It seems extremely shortsighted that at the same time the American Library Association endorses the Philosophy of The Fourth Revolution in its testimony it shows concern only for copying of print materials. As a library serving an academic institution trying to make full use of all information sources and

to encourage the use of them by faculty and students, the problem continually faces us of legitimate copying of filmed and recorded materials. The publishers are uncertain and the users more so. We recognize the need of the publishers to operate profitably, but we also recognize the need for reasonable provision for copying when sales are not reduced as a result but which in fact will result in additional sales long term. It is my feeling that the Commission address itself to this problem in its fullest range of implications for libraries and see that library interests are not restricted to print materials only. In house use, interlibrary loan, cable television are but three of the most common areas where copyright of non-print materials puts restrictions on use in the library world.

5. Lastly, I would hope that the Commission would do all possible to promote full implementation of the ideas presented in The Fourth Revolution which I know need not be repeated here. These concepts are not limited to academic use only, but there must be spill over up and down the line.

As I review the six points you specifically invited comment on, I am unsure if the comments above are specific enough for your purpose. It seems to me that in every area the crux of the matter is funding. I believe sufficient suggestions have been made by a great many people as to means and methods, the literature is full of this; but none of it can be a reality unless there is money to make it so. This to me is the Commission's primary challenge.

Very sincerely yours,

Janice Gallinger

Janice Gallinger
College Librarian

JG:gi

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August 20, 1973

Frederick H. Burkhardt, Chairman
National Commission on Libraries
and Information Science
Suite 601
1717 K Street N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

The attached testimony is submitted in response to your kind invitation in regard to the Commission's regional New England hearings to be held in Boston, October 3, 1973.

I sincerely support the aims and purposes of the Commission and hope that this particular perspective presented will be helpful to you in your appraisals and work effort.

I plan to attend the hearings in Boston. Please do not hesitate to contact me if I may be of further assistance to you or the Commission.

Best wishes for continued success in all your endeavors.

Very truly yours,

Richard S. Huleatt
Technical Information Manager
TECHNICAL LIBRARY

National Commission on Libraries
and Information Science
New England Regional Hearings
Boston. October 3, 1973

Testimony submitted by:
Richard S. Huleatt
Technical Information Manager
Stone & Webster Engineering Corp.
Technical Library
P.O. Box 2325
Boston, Mass. 02107

The development of special libraries and information centers employed by business and industry closely parallel the emergence of American science, technology and business methods in this century.

It becomes exceedingly less feasible for the scientist, engineer or businessman to be able to sit at his home workshop or office in the manner of his earlier American predecessor to invent or market a better mousetrap.

The difference in this evolution is the necessity for information both timely and readily accessible.

Previous criteria used in identifying a special library or information center has been solely by its special subject collection. While this still holds true, because of the parent organization's interests, the prime recognition is that these have been established and are associated with rapid identification and access to information resources outside the organization's library or information center as well. Everyday demands on such a special library require swift response, often immediate or within 24 hours.

Early in the history of this century, the Stone & Webster Library participated in development of the Special Libraries Association's activity, then known as "Networks for Knowledge". It was particularly apparent then, and today even more so, that individual libraries could never hope (or wish) to amass complete holdings on a particular subject area. The early interlibrary cooperation or networking of libraries was developed during this early period with this emphasis in mind, as well as attempting not to duplicate each others efforts.

Today we have what is often referred to as the "information explosion". The proliferation of published literature, while staggering the imagination, is further compounded as to its identity and accessibility by the same proliferation in abstracting/indexing services, parochialism by subject-strengths, mission-oriented indexing and services, and announcement services and sales, of which the Federal Government is the largest single producer, user and abuser.

The initial impetus for the bulk of research literature undoubtedly begun during World War II, has continued since that time under funding by various Federal and defense programs. The Federal Government has been the largest sponsor and publisher (either direct or indirect) of literature of all kinds ever before in the history of man, yet has failed to provide effective leadership in solutions to order out of chaos, instead creating new information centers, publication sales offices, new agencies instead of correcting old ones and generally adding to the confusion. Even under the Freedom of Information Act, unless the material has been properly identified, it is not readily accessible to the general public.

Clearly what is needed is a new approach to future needs with regard to a national information policy, and one to which the Commission has a direct responsibility and duty which affects every American citizen.

In this area, I specifically note the present inadequacy to announce publicly, all relevant information contained or sponsored by the Federal Government which affects the design, development, and construction of facilities and systems which ultimately affect each and every American, whether it be in the fields of public safety, health, engineering design, education, transportation or just our "pursuit of happiness". The withholding of such relevant information or the lack of properly announcing it at the time(whether intentional or not) creates a devastating effect in later years when this information becomes known as a result of hearings, news-media or litigation. The public right-to-know includes not just the individual citizen but appropriately to libraries as well, who have a moral obligation to fulfill in order to serve their clientele as effectively as possible.

None of the prior efforts by both the Congress and other investigatory committees over the past decade attacking these information problems have resulted in any significant changes to date. Whether it has been Interagency Coordination of Information under then Sen. Humphrey, The Weinberg Report, Scientific and Technical Communication (NAS), or many others, few if any sought a general sweeping overall national information planning policy. For the most part the work of all these committees combined has been largely ignored. I would foresee the same pitfall for NCLIS unless the problem is met head-on, rather than attempt to nip at its heels, if a solution is to be made within our own lifetime. And unless the total goal is politically oriented as well as being logically correct, no Congress will consider or support such legislation.

Further development of present and proposed library and information programs and systems supported by the Federal Government and its agencies should be re-reviewed in light of an overall national information planning policy.

Recommendations

1. Establish a National Information Center, under which would be administered:
   a. Library of Congress
   b. National Library of Medicine
   c. National Agricultural Library
   d. All other federal agencies and information analysis centers

The major purpose of this change, which would require new legislation, would be to eliminate needless duplication of effort, provide standardization in the library and information field, to consolidate Federal Government holdings, to provide common access points to Federal information, to provide publication of comprehensive subject oriented rather than mission-oriented abstracting/indexing and announcement services and to provide effective leadership in the library and information fields through sponsorship, participation, and educational roles. The annual savings in eliminating duplicate services alone would be in the millions of dollars.

2. Establish Regional Information Centers as satellite operations to meet local regional and state needs, but utilizing the NIC on a network basis.

3. Provide Federal funding for libraries and information centers (public, academic, and special) willing to share their resources with the NIC on a network basis to avoid needless duplication of holdings or services. (Funding for this purpose would be on a reimbursable basis for services or contributions rendered, rather than as a subsidy of any type.)

4. Provide development, expansion of the necessary data bases of all Federal agencies and information services under one compatible

system to which subscriber data terminal service could be obtained on a "call-up" service basis (i.e. charged as used). (This is presently available in the private sector.)

(Citation and availability data would be minimum objectives - abstract data desirable but not immediately essential. Document retrieval via data terminal service is still too early in development to justify cost.)

5. Initiate legislation (with Federal funding) to encourage all 50 states to develop similar state information centers under model administration proposed for NIC.

   Present administrative practices with regard to adequate access and availability of state held information does not presently exist consistently on a state-by-state basis. A matching funds program in this sector could have many beneficial results.

6. Initiate legislation (with Federal funding) encouraging local communities to develop adequate information service to their citizens through the public libraries and to provide for national minimum standards by law for public libraries rather than by voluntary standards as at present in order to receive funding on a matching basis.

7. Promote legislation which would encourage individual citizens, schools, libraries, businesses, and industry to utilize developing Cable TV networks as a means of gaining access to local, state and national information services on a chargeable basis and to promote development and standardization in this field.

8. Sponsor and/or fund educational programs in colleges and universities in all facets of library and information services.

9. Provide initial funding for development of new abstracting/indexing services which eliminate present duplication or inadequacies, and which would be self-supporting.

10. Provide the NIC, the necessary authority as a separate national agency to plan, develop and administer a national information policy. (The existing NCLIS already established could become the federal agency responsible.)

Summary

All libraries share in common many of the same basic problems such as space, equipment, personnel, and funding formulas. But never will they succeed at the present rate if they continue to duplicate rather than share information resources, or insist on independent processes and techniques when it has been performed elsewhere previously. Parochialism in a majority of libraries is evident as a dividing factor contributing to inaccessability of information and knowledge.

NCLIS is our hope for that role in leadership which is sorely needed at this time.

Thank you for your invitation.

STATE OF VERMONT

ANSWERS TO "COMMITTEE QUESTIONS"

1. New Federal legislation for libraries is needed to clarify what may or may not exist today. Confusion over "Where we're at," is difficult to cope with: will ESEA Title II be continued according to Senator Pell's bill S. 1539? What about Revenue Sharing which puts the school library media programs in the same barrel with hot lunches, school nurses, etc.? Must we go through the courts to release impounded funds? How can we prevent further impoundments?

   I have not seen a copy of either Senator Pell's S. 1539 or Congressman Perkin's HR69 bills. From what I know of them perhaps some parts of each could be combined into one bill which would give school libraries the support they need so badly.

2. Inequities in today's system? Of course, and it will be most difficult to put all libraries in the position of serving all of their particular patrons with all the services required.

   Inequities exist in small rural communities that cannot afford to hire well qualified librarians for elementary schools, so those youngsters are being deprived of services which are essential to their education. ESEA Title I has been of some help when library aides were hired, but this is only a weak stop-gap. Some way must be found to help communities hire qualified personnel.

3. Who's to say what "compels" the government to do anything? I personally feel that some kind of interconnecting communication system would be good if it didn't get top heavy with administration.

   Small libraries, school and public, would benefit greatly if they could be in easier communication with other individuals or systems to share resourses.

4. Libraries of all kinds are educational institutions. Every individual person has a right to the opportunity of pursuing an education to whatever extent he or she so desires. Education should be at the top of the priorities list of State and Federal government. These governments should work out cooperative programs that will help local communities deliver good educational opportunities to every individual.

5. & 6. A national network would require cooperation between State and Federal governments, because without such cooperation there would be confusion and unequal services. State library agencies should work with State departments of education, state and regional library organizations, and state legislatures. These coordinated efforts would also be done in conjunction with national organizations and the Federal government.

7. If we do come up with a national network, a state that opted to be a hold-out would be left out of essential services, and the citizens would be the losers.

STATE OF VERMONT

COMMENTS FROM THE SCHOOL LIBRARY/MEDIA CONSULTANT

Here in Vermont the priorities for services are in the elementary schools. The greatest dearth of materials and services exist in those schools, which *should* have top priority. We need to do a lot of work with the parents of these little ones so that they, the parents, will see the necessity of supporting good local library/media programs in their schools.

We also have to work with the State legislators, and this is one area in which the Department of Education could and should work closely with the Department of Libraries.

Vermont's entire population is less than that of Newark, N.J., and is spread over an area of 9,000 square miles. This means that there is much territory between some of the small communities. Many of these communities are trying to maintain their own schools and public libraries, which, in turn, means that services from the Department of Education and the Department of Libraries are constantly on the move. We are trying to combine some resources and efforts of individuals in reaching these patrons, but limited funds make the work more difficult.

Several of the larger city public libraries and some of the university libraries have teletype services, which make interlibrary loans easier and more accessible. We are encouraging the small public and school libraries to make more use of such services in order to provide better local services. Federal funds have done much to assist these programs.

Mrs. Eleonora P. Harman
School Library/Media Consultant
Department of Education
Montpelier, Vermont 05602

The Commonwealth of Massachusetts
North Shore Community College
Beverly, Massachusetts 01915

TELEPHONE 927-4850

August 23, 1973

Mr. F. Burkhardt
National Commission on Libraries and
Information Services
Suite 601
1717 K Street
Washington, D. C. 20036

Dear Mr. Burkhardt:

Attached is a brief statement dealing with the lack of low-cost, or no-cost information.

If I were to make one succinct statement, I would say that Federal funds are needed to make efficient use of computer retrieval widespread in all sectors of education.

Hoping this will be of some help to you...

Very truly yours,

Paula Corman

Paula Corman, Director
Learning Resource Center

PC:sm

Enclosures

In New England information services illustrate well the saying that the "Rich are getting richer while the poor get poorer". Rapid access to information, in spite of the proliferation of high speed computers is either totally unavailable or prohibitively expensive. In this document, therefore, I would like to focus on the under-utilization of computer technology applied to bibliographic information retrieval in the New England area. This testimony will contain few charts and graphs (although these can be prepared for the eventuality of oral testimony if so desired); it will also be written in English for general consumption and comprehension rather than for the elitist few with their understanding of the jargon of the trade. This paper will contain a fairly brief summary of the situation as it exists today and will highlight a serious gap in the ability of users to access knowledge; it will also suggest a tentative solution.

Although New England is a part of the United States with access to possibly the most sophisticated amount of electronic brain power, its' library users are still operating in the nineteenth century. While academic libraries are currently subscribing to many of the indexes to the literature, complex literature searches, necessary to support research, are still being performed manually and this is terribly inefficient. Literature searches formerly were quite easy to perform. One need only to look at Wilson's Indexes to appreciate the utter simplicity of what a search involved. Contrast that, however, with the sophisticated techniques needed by the researcher today, whether it be the information specialist performing the search for a client or the client himself.

With the development of computer-applications to bibliographic search came the development of highly complex thesauri and lexicographic techniques. Furthermore, knowledge itself, whether chemistry, physics or any other discipline, has moved forward also so that by their very nature retrieval requires more sophisticated access techniques. This together with second and third generation computers created a situation whereby the literature and/or documents pertaining to a particular discipline were gathered into a corpus to be accessed as thoroughly as possible using vocabularies highly and specifically related to the discipline itself; this ultimately resolved itself into in-depth searching (and not coincidentally, more of the researcher's time to achieve results).

Compounding this situation was the explosion of knowledge in the scientific and technical and currently behavioral fields of knowledge that has swelled these aggregations of knowledge far beyond proportions ever believed possible. With this situation as a backdrop, one is urged to walk through any of our academic institutions to see how this problem is being met, or is, as is more often the case, not being met by its libraries or information centers.

Data Bases and the State of the Art

Day by day, more and more data is being organized into machine-retrievable data bases. These include: ERIC, ENGINEERING INDEX, DISSERTATION ABSTRACTS, TAB, STAR, NEW YORK TIMES, CHEMICAL ABSTRACTS, TRANSDEX AND PANDEX to name just a few. The number of data bases presently in existence is, of course, a function of economics.

Most machine retrievable programs contain the following components:

(1) The data base, itself, which may be made up of any number of records of variable length.

(2) A large thesaurus or list of subject terms well thought out and carrying with them a high degree of reliability in terms of the number of accurate hits produced by using them.

(3) Software either enabling a user to retrieve on it as is and to update the file as needed (if software and machine are compatible) or with some modifications*.

(4) The tapes (or discs) on which the above are stored

(5) A set of bound indexes to the literature which may be incremeinted in monthly, bimonthly or quarterly configurations.

Since the formulation and organization of a data base is a slow and extremely costly process, a commercial firm will naturally not undertake the venture unless there is, understandable, reasonable assurance of marketability. A fixed cost curve is in evidence here in that the more purchases there are of a given data base, the cheaper it becomes to any one user. The optimum situation occurs only when the demand for the data base is large enough so that the fixed costs can be reduced

* Normally an institution will make every attempt to access such available software and make modifications as necessary. Not to do so results in large numbers of man hours spent in reinventing the wheel.

by spreading them over a large number of purchasers (see Fig. 1). To encourage such demand, commercial firms will offer incentives to the user in terms of initial lower use-costs, package deals composed of two or three files and consultant services. In spite of these incentives, however, purchasing one or more data bases represents a large cash outlay.

Machine retrieval is presently possible in either of two modes, batch or real-time or a combination of both. The modes are:

On-site batch
On-line real time
Off-site remote entry - either batch or on-line

Using terminals, communication with the computer is carried over telephone lines. Optimum success in computer access presupposes that all components of the system are operational; that is, that Ma Bell, the terminal itself and finally the computer, are all working.

The system so far described, however, is still an elementary one. New methods of data transmission and now technology encourage an ever broadening circle of users all accessing the same configuration. For example, using voice grade telecopiers would allow a central computer to be accessed indirectly by users who lacked terminals. Data transmission would be the result rather than direct communication of information. (See Figure II) Figure II describes a fairly widespread network of users all accessing a central computer. Plugging into the computer are a number of terminals. Into any single terminal we have a number of telecopiers which are activated by use of voice-grade lines. The user would send his request in written or in verbal form over telephone to the interface based at the terminal. This person would then translate the request from the searcher's normal language to the language that is acceptable to the computer for searching on a particular data base. The search in its "negotiated" form would then be searched on to the computer in either of the two basic modes described previously and the results would reach the requestor using the same transmission techniques as the request. Thus it can be seen that a network can be put into place by installing a single centralized computer which ultimately capable of serving many users in a variety of modes. We will look again at this configuration as it might be put into place using a retrieval center that is already operating.

Costs:

Should an institution concede that information retrieval, or rapid access to information is desirable, it will naturally want to examine the costs involved in reaching this goal. But with the possible exception of ERIC, a federally-produced data base, the cost of purchase, mounting, updating, and retrieval is expensive. Should a decision be made to go this route, most of the cost is felt initially in what could be described as developmental. But even before considering use of a machine-accessed data base, an institution must first have a computer large enough to provide the considerable amount of core storage needed by the software for retrieving on these packages. And then the question arises about the usual costs normally associated with a computer of this order:

(1) Does an institution really need to own a machine this large "just for research"?

(2) Is there enough of this kind of retrieval needed to justify the added cost of such a large machine?

(3) What about space, personnel and other on-going costs allocated for just this type of program?

Speed, of course, presents a cost factor that must be examined and so assuming adequate core, an institution must weigh the costs that would permit rapid retrieval versus a slower machine with longer CPU time allocated for this function. But the amount of core storage and speed are only two of the problems. Decisions must be made between batch mode and an on-line real-time retrieval mode. Again as the amount of advanced technology increases, the costs also increase so that an institution ultimately must face the final question: Is convenience worth the dollar amount that must be sunk into information retrieval?

One only has to look at the sorry state of the budgets of higher educational institutions to be able to answer this question. The answer is, of course, a resounding "No". Let us examine some of the reasons that contribute to this negative attitude.

Due to the considerable expense involved in this type of information retrieval, even at a subsidized level, educational administrators must carefully assign a value to the procurement of information. Putting it most bluntly, the concept of opportunity costs normally does not enter into their thinking. Monies are, of course, allocated to salaries as a necessary part of the operating costs of the institution.

On the other hand, monies to support faculty bibliographic research are spent over and above salaries and in the eyes of the administrator, there is nothing to show for it. Dr. Daniel Wilde, Director of the New England Research Application Center, points to the contrasting attitude of the private sector served by his center. Industry, he claims, perceives immediate pay-off from an investment in research whether it is visible in product or in staff development which ultimately results in product development or innovation. To this end, he has discovered that industry will pay a high dollar cost for information.

But what does information actually cost? Let us use Dr. Wilde's installation as a fair example.

NERAC, as it is called, is an outgrowth of NASA's information system. Having amassed a significant number of data bases to meet the information needs of its own staff, NASA decided to make this information service available to education at a subsidized cost and to the private sector at the actual cost. It set up six regional sites throughout the country, each capable of serving a large segment of users. NERAC is based at the University of Connecticut at Storrs. It is housed in a portion of a building, has its own computer, and is run by a staff of 13 full-time employees who are computer programmers and operators, subject specialists, and those who are considered administrative support. NERAC presently accesses seven data bases in-house with two more being contemplated for the Fall. Presently mounted are:

NASA
DOD
NTIS
ERIC
CHEMICAL ABSTRACTS
METAL ABSTRACTS
WORLD ALUMINUM ABSTRACTS

Of these, the first four are government-produced, the rest by private industry or by NERAC itself.

Dr. Wilde states that annual operating costs for the center run to approximately $75,000. This figure includes computer rental, personnel and cost of file updating and maintenance (approximately 3% of the total operating expenses). The cost of a NERAC search is derived by dividing the cost of the center by the number of searches performed annually. At this point a search for a private firm will cost the user $300 and to educators or educational institutions $75 which represents the subsidized cost. Thus applying Dr. Wilde's logic, it becomes quickly apparent that an increase in the number of users would result in a lower user-cost per search.

Dr. Wilde also feels that the demand curve is reflected in the cost of purchasing the data base itself. With a wider dissemination, Dr. Wilde feels that lower costs could be passed on to the purchaser. But where are users going to come from so that a lower cost can actually be realized? And, at the same time, who is supposed to support the presently high costs until such time as the volume builds up sufficiently to reach this goal?

A second area resource center—NASIC—hopefully will be in operation by next year. The problem, of course, is that it will most likely access only scientific data bases and that it, too, will have to charge for information.

What is being woefully neglected by NERAC, NASIC and any other project in this alphabet soup is the lack of non-scientific data bases. Indeed ERIC does exist but few of the social scientists other than educators have any tools such as this available to them on computers. And, of course, it is well known that if any money comes available for information, it is mainly allocated for the support of scientific research.

It would be difficult to find a research-oriented or academic library that does not subscribe to at least one of the indexes which form a part of a machine-retrieval data base. On the other hand, the number of colleges which have actually mounted any one, or more, of these is very small. MIT's projects as well as MEDLINE at Harvard are well-known. On the other hand, only one of the six state universities in New England is making computer-accessed bibliographic searching a component of library operation or information retrieval. Another facet of the picture appears interesting as one looks at the fact that with state support, grade-school educators and administrators as well as adjunct support staff currently have computerized accesses to ERIC—in the southern tier states only—while their counterparts in the three northern tier states have nothing. Faculty at the University of Connecticut, of course, have access to NERAC which is based on their campus and yet neither faculty nor students at other state schools have anything at all.

The lack of numerous retrieval facilities for higher education is obvious. On the other hand, throughout New England in many special library situations, easy access to either in-house or off-site corporate computers has encouraged the proliferation of data base machine retrieval. And although industry obviously can see its way clear to supporting this service to meet corporate goals a real or imagined onslaught on the computers and subsequent high costs has obviously led them down a path where the information is still unavailable to university-based or college-based researchers.

Therefore, to all intents and purposes, gains made in industry, because of costs innate in the process, are not be replicated in education; and while it has never been documented, common sense makes us realize that the more research is hindered in the universities, the less opportunity there is for industry to convert research into profit-making products.

Solutions

Therefore, I feel that what is needed here is a break in this stalemate and as I see it, the only solution would be in government support of widely-accessible computer retrieval. Using the NERAC model and also incorporating many other data bases not presently being run by them, it should be possible to present an installation that has wide enough appeal to generate high volume low-cost use of the system. Such a model would permit schools without large computer-capacity to still provide researchers with rapid low-cost or no-cost data; opportunity costs would accrue to the institution in that faculty and library staff would not spend the hours they presently do to find desired information; industry would potentially reap the benefits in that the flow of pure research might be increased and that the results would pass more readily over to them.

With the administration's current emphasis on state-control of such institutions, I feel that the money for such an installation should be based in the individual state and directly reflect the needs of that state. I feel that the kind of duplication that presently is being supported in Connecticut is a criminal waste of taxpayers money in spite of the fact that retrieval is still an extremely costly luxury. On the other hand, other states are less fortunate and it is true that the state universities and colleges are poverty stricken in the extreme. Therefore, I could see a grant being awarded to each state to bring up and fund such a unit. Line costs for telephone access to the computer could in some way be lessened since the distances would potentially be less than intra-state access and then everyone would have at least the same opportunities for learning and research.

Paula Corman
Director
Learning Resource Center, North Shore Community College
The Commonwealth of Massachusetts
Beverly, Massachusetts

Figure I

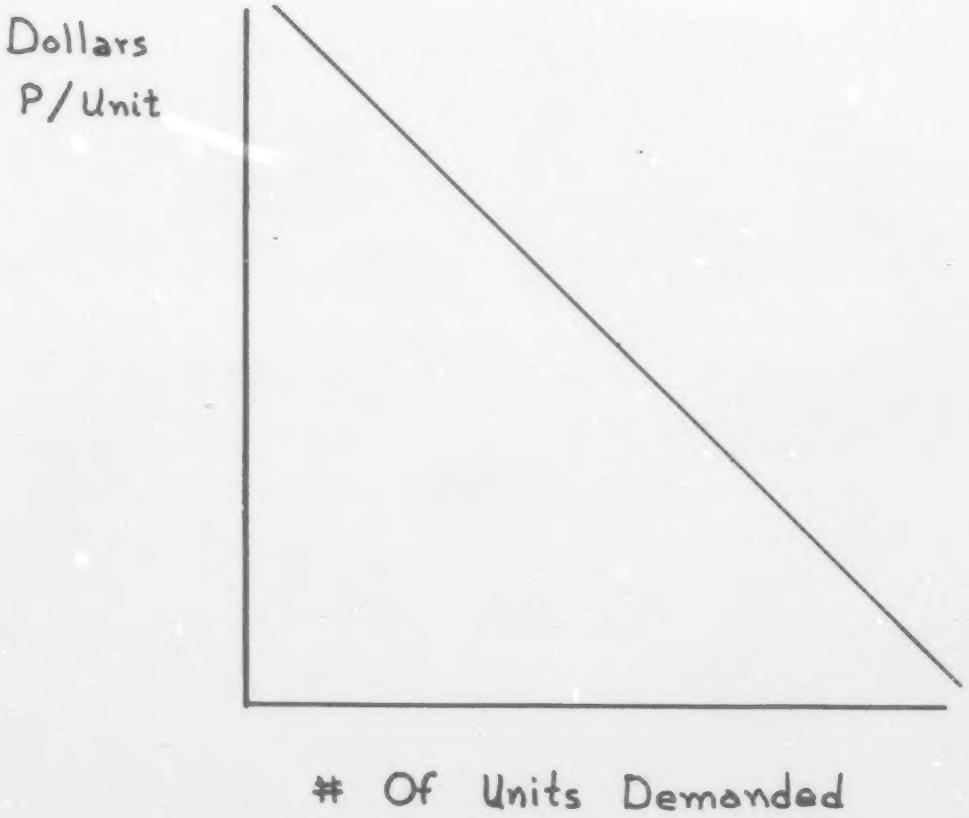
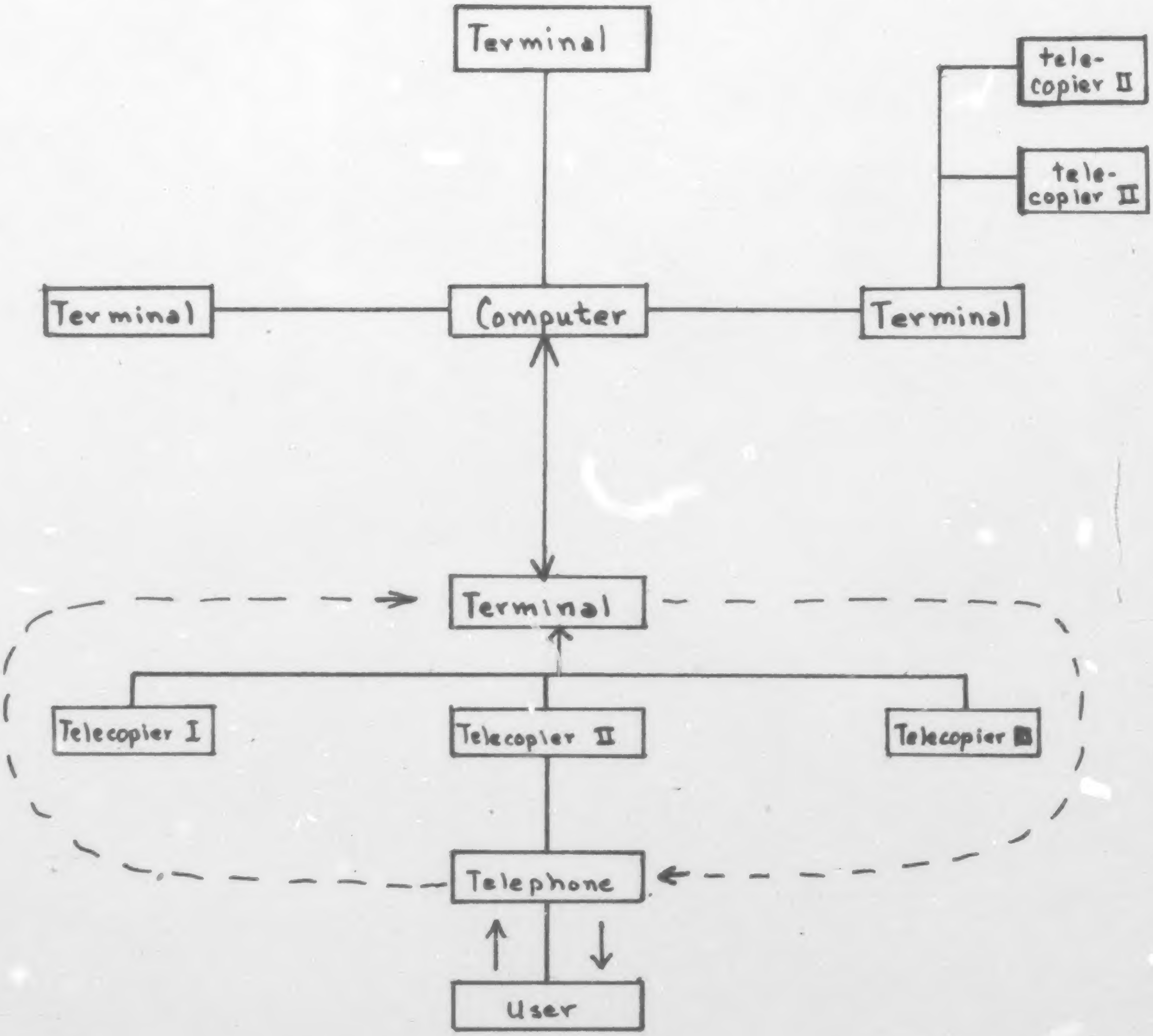


Figure II


Terminal
tele-
copier II
tele-
copier II
Terminal
Computer
Terminal
Terminal
Telecopier I
Telecopier II
Telecopier III
Telephone
User

NEW ENGLAND BOARD OF HIGHER EDUCATION

OFFICE OF THE DIRECTOR

August 29, 1973

Dr. Frederick H. Burkhardt
Chairman
National Commission on Libraries and
Information Science
Suite 601
1717 K Street, N.W.
Washington, D. C. 20036

Dear Dr. Burkhardt:

This responds to your letter of 16 July 1973 relative to the Commission's hearing in Boston on 3 October 1973.

The Commission's objectives, work, and planned report are well-known, of course, to all who are concerned with libraries and information science. We are pleased to submit the attached statement in the hope that it may prove useful. We will be present and would be pleased to testify at the Boston hearing if the Commission wishes.

As previous testimony, together with the present attachment, indicates, this Board has been associated for several years with efforts to assist libraries; now we are also heavily committed to developments in the area of science information. Obviously, we believe that many activities in both areas are best organized and administered on an interstate, regional basis. Economy, efficiency, and the positive values of standardization are, in our opinion, best achieved in such a setting.

Sincerely,

Alan D. Ferguson

Alan D. Ferguson

ADF/mk

Att.

40 GROVE STREET, WELLESLEY, MASSACHUSETTS 02181 (617) 235-8071

nebhe
new england board of higher education

STATEMENTS PRESENTED TO THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE - AUGUST 1973

ALAN D. FERGUSON, EXECUTIVE DIRECTOR

BACKGROUND

This Board, created in 1955 as the official agency of the six states of New England for the development and conduct of interstate activities related to higher education, is by its very nature sensitive to the essentiality of widely accessable, economical, accurate, and modern information services for the post-secondary academic community.

It was through the aegis of this Board that, in the mid-1960's, one of the first interstate computerized library technical processing and bibliographic information networks was started. Now in the mid 1970's this is a thriving and growing enterprise serving over 30 of the major academic and public libraries in New England, and through them nearly a score more of associated libraries.

Comments by Ronald F. Miller, the staff director of this network, the New England Library Information Network (NELINET), are part of this statement. Mr. Miller will be present at the October hearing in Boston and would be pleased to testify.

More recently, this Board was selected by the National Science Foundation to develop a capacity to make machine-readable science research information accessible to science research personnel on a wide regional basis, using the library as the point of access. This three-year development project is being undertaken with the close cooperation of the Association of Research Libraries, the Massachusetts Institute of Technology and several other agencies deeply concerned with the matters of the Commission's interest. Known as the Northeast Academic Science Information Center (NASIC), this project will do its pilot development work throughout the entire northeastern region of the nation. Comments by William R. Nugent, director of the project until very recently, are part of this statement.

These two activities address directly two of the Commission's topics of interest as set forth in Dr. Burkhardt's letter of 16 July, 1973, relative to the Commission's hearing in Boston. They both are related to the concept of national networking of libraries, as well as to the utilization of new technology to promote improved (and expanded) library service. From our experience and ongoing activities we have great interest in the concept of regional resource centers, knowing that these will prove to be the most cost-effective way of delivering and expediting expanded access to and use of information desired by library clients.

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(established in 1955 under the new england higher education compact)
CONNECTICUT / MAINE / MASSACHUSETTS / NEW HAMPSHIRE / RHODE ISLAND / VERMONT

RESPONSES TO COMMISSION QUESTIONS

Mr. Ronald F. Miller, Director of NELINET, has responded in his attached statement to the Commission's specific questions in the matter of the relationship between libraries and government. Mr. Nugent's attached statement also relates to these questions, but in a less orderly way. A few additional comments may be pertinent, particularly with reference to the community of academic libraries.

As the entire business of storing and making written and audio-visual information accessible to users moves into the electronic technology era, it is very clear that the Federal government should provide leadership without dictation, and support without creating dependency. It has not done this adequately. Federal legislation is necessary to serve as the keystone upon which state and local planning, initiative, and support can build. Only Federal legislation will provide the measures of encouragement and support for "pure research" into library and information systems research and development. The private sector will not do this, nor will the state governments. A decade of major Federal support is needed to develop library capacities to meet the information demands which libraries should satisfy.

The inter-connection of academic libraries is advisable for several reasons, among which are the expansion of access to information wanted by but not available to local clients, the great cost economies realizable through cooperative acquisitions, specialized holdings, and shared cataloging procedures, and the modernization and updating of processing standards which result from cooperative activity. The costs of electronic communication dictate a large user base if local expense is not to exceed local capacities to pay for information services. From the view of this Board regional interconnection should precede national. The technical and managerial complexities of a national network would be sufficient to suggest moving to that objective slowly. In our experience the interconnection of regional networks might well serve as a national network, and even then there would be important library elements which would require special arrangements, e.g., the Library of Congress, large research centers such as Harvard, MIT, the New York Public, Columbia, and Yale.

State governments must bear important responsibilities for academic library networking in that they must bear the major cost element for the public institutions. Increasingly they may be called to carry some of such costs for the private sector. If regional networks are developed they must bear a share of the administrative costs for the agencies which manage these. As in so many other enterprises, state responsibility should be for administration and management rather than for research and development. The development of state-wide plans for both minimum and optimal library services to state citizens would be useful indices, but these would, of course, include public library services as well as those of academic libraries. From the academic side, responsibility for this planning and for implementation should rest with the state coordinating or operating boards of higher education, and should, probably, be subject to review by the Section 1202 commissions mandated by the 1972 Higher Education Act Amendments.

ADF/mk

NEW ENGLAND BOARD OF HIGHER EDUCATION

NASIC.
NORTHEAST ACADEMIC
SCIENCE INFORMATION CENTER

August 13, 1973

To: Dr. Alan D. Ferguson

From: William R. Nugent

Subject: Proposed NASIC Testimony to National Commission on Libraries and Information Science

The Northeast Academic Science Information Center, NASIC is being developed as a cooperative science information center to serve the Northeast science research community. NASIC's mission is to provide a regional means of access to existing computer-based information resources and information centers in the United States. University libraries will be the interface organizations, aiding academic researchers in the use of NASIC services.

NASIC's development is being funded by the National Science Foundation, and it is expected to become self-sustaining on a non-profit basis, subsequent to the sponsored development period.

Three problem areas confront the establishment and operation of regional information centers such as NASIC, and it is believed that NCLIS could aid the nation's academic research and library communities, by sponsoring enabling legislation and appropriation in three areas:

1. Establishment of Federal Operating Grants

   Most federal money in information systems is directed towards research, development, experimentation, initiation of trial systems, etc. Most federal support is and has been in the nature of "seed money", and funds for system operation have been largely non-existent.

   One result of this federal policy has been the establishment, trial, and subsequent dissolution of new information systems, as a result of the absence of operating funds.

   While NASIC is being developed to be independent of external subsidy, by virtue of marking up the direct costs of its services sufficiently to sustain NASIC operations, there is a serious

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question of whether it is desirable that an organization of this sort should be required to charge "commercial-type" rates to its academic clients. We believe rather, that the providing of these services at direct cost, or below, has considerable social benefit to the nation. Therefore, we propose that the following policy and legislation be advanced by NCLIS:

1.1 Proposed Policy and Legislation

Federal funding agencies concerned with science and/or information, such as the National Science Foundation, should be empowered to support the operation of science information centers as well as their development.

2. Establishment of Federal Grants to Information Institution Centers

Libraries and related information distribution centers have evolved through United States history from being "membership organizations", to being "free libraries", to becoming with the advent of relatively high cost computer-based information services, once again "membership organizations" wherein information services are once again restricted to those able to pay for the information services provided, either on a per-service or annual membership basis.

It is the NASIC view that far greater social benefit obtains with the "free library", especially in the special case of academic research. It is incontrovertible that academic R&D has become a major driving force of national scientific progress and of measurable growth in the GNP. Therefore, we believe that the usual commercial measures of user dollars being exchanged for supplier services should not obtain, and cannot be the basis for the expanded academic science R&D the nation needs.

Therefore we propose that the following policy and legislation be advanced by NCLIS:

2.1 Proposed Policy and Legislation

Federal funding agencies should be empowered to support the information distribution centers supporting academic science R&D. Specifically we encourage federal financial support for academic libraries, such support to be earmarked for the purchase of computer-based science information services for the libraries user communities.

3. Establishment of Uniform Royalty Policy for Commercial Research Services and Copyright Exemption for Academic Research Services

Science Information Centers, Information Analysis Centers,and similar organizations must be enabled to assemble and disseminate the world's knowledge regardless of source, and without singular negotiation with each copyright owner.

3.1 Proposed Policy and Legislation

Information organizations need a federally sanctioned uniform royalty policy to deal effectively with commercial clients for information services, and should have federal exemption from U.S. copyright restrictions when providing information services on a non-profit basis to universities and other non-profit R&D organizations.

WRM:lo

Yale University Library *New Haven, Connecticut 06510*

DEVELOPMENT DEPARTMENT
Room 220, 155 Whitney Avenue
Area Code 203, 436–2938

1973 August 23

National Commission on Libraries
and Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C. 20036

Gentlemen:

I thank you for Chairman Burkhardt's invitation of July 2 to submit written testimony.

I am writing as an individual who has been professionally involved in electronic data processing in libraries for some eight years, all of them spent at Yale University Library, which as you know is a large research library within a privately endowed university. The Yale University Library has a number of uniquely strong collections and, I feel, is properly regarded as a research resource of national importance. My concern is mainly in regard to the application of electronic data processing technology to facilitate the bibliographic (and other) information handling problems of libraries. I address myself here particularly to topics 1, 5, and 6 of the Chairman's invitation to submit testimony: (1) national networking of libraries..., (5) utilization of new technology..., and (6) The Library of Congress as The National Library... This letter, of course, represents my own opinions and not those of the Yale University Library.

I believe that under the pressure of continuing economic disadvantage the present _de facto_ national bibliographic system will be unable to keep up with the increasing demands placed upon it, unless a coordinated computer-run system can be developed.

Such a computer-run system will have to fulfill not only the functions presently performed, but also others not presently performed. The MARC Production Service of the Library of Congress and the Ohio College Library Center are the first major examples of successful production systems serving general libraries (the word production is used here in contrast with experimental). The Medline service of the National Library of Medicine is a production service, too, but it serves a special community of libraries. We are just presently entering a period in which we will have operating the first production models of some of the elements that will eventually unify to become a national computer-run bibliographic system. This system will probably consist of components of heterogeneous design tied together through standardized communications interfaces. Some of these components will be networks organized on state, regional, institutional, or professional bases; other components will perform functions for the nation as a whole, e.g., the MARC distribution service of The Library of Congress. It is important now that different designs be tried in various systems in order to have an early and effective sifting out of the good from the bad, the useful from the frivolous, so that this required national computer-run bibliographic network may be synthesized primarily on the basis of actual experience, not intuition.

A number of technical problems relating to the electronic processing of bibliographic data still remain to be solved:

* to devise a means for the multidirectional exchange of MARC (machine readable cataloging) data--not just unidirectional flow outward from The Library of Congress;

* to clarify, and then to solve, the problem of generation, dissemination, and use of of authority data in machine readable form, complementary to MARC;

* to produce economical multi-font displays, both in "soft" and "hard" copy;

* to extend the benefits of electronic data processing technology out from the back rooms of the library, where EDP has been used so well to expedite technical services, into the front halls of the library to perform public service more directly benefitting the library patron. This very general problem subsumes many important sub-problems, such as (1) the requirement for high system reliability at reasonable cost, (2) the identification and definition of the most useful access points to the bibliographic files, and (3) the human engineering of a query/display mechanism useable by the general public without the intermediation of trained library staff.

From these features, and others, it is not difficult to conceive of establishing a continually up-to-date National Union Catalog (NUC) data base in machine readable form, centrally kept with public access through multiple access points (e.g., author, title, series, subject) and containing at least prospective records from a certain date forward, if not retrospective data. Such a data base would expedite and enhance the present functions of the NUC, viz., the dissemination of shared cataloging information and the expediting of interlibrary loan through the dissemination of holdings information. If this NUC data base were accessible on-line, the impact would be especially great, particularly on interlibrary loan: the electronic communication network that provided remote access to the NUC data base could then also serve as a message conveyor for the actual interlibrary loan requests themselves.

In my opinion, the role of the federal government in this enterprise should be:

* to increase its financial support for heterogeneous prototypes of regional (and other) bibliographic networks, in order to expedite the competetive development of the best approach(es) at this critical point of time. It is through multiple attacks on the above mentioned problems that their most effective solution will be found. A technological "solution" should not be forced from the top;

* to recognize the full importance of the national bibliographic services performed by The Library of Congress and to fund them adequately, including trial interfaces with various regional (and other) networks.

That proper application of electronic data processing technology can have radically beneficial effect on the nation's libraries has now been clearly demonstrated in a few, specific areas. The potentials for further improvement are just beginning to become clear--fortunately, at a time when these improvements are needed.

I thank the Commission for providing me this opportunity to state my views, and hope that you will feel free to call upon me for any further information I may be able to provide.

Sincerely yours,

David L. Weisbrod

David L. Weisbrod
Head, Development Department
Research and Development

DLW/lw

Capt. John Curtis Memorial Library
Brunswick, Maine 04011

August 16, 1973

Mr. Frederick H. Burkhardt, Chairman
National Commisssion on Libraries and Information Science
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

I am going to write in answer to two of the seven questions posed by the Commission: 2. Are there inequities present in today's system, and 4. What should the Federal investment policy in libraries be.

Are there inequities?

Yes, there are inequities, and they are so glaring, so frustrating, so overwhelming that one doesn't know how to begin to describe them. Librarians take great pride in reiterating a citizen's right to free and easy access to information, but if you live in Maine, it all depends on where you live. We have more than 210 public libraries, each one completely independent from the other, each one free to plan, or not to plan its own goals, rate of acquisition, policies. That is how it would be in a New England state which takes great pride in local autonomy. We have had several studies which recommend regional cooperation; our schools have even made a breakthrough to school administrative districts, yet only this year did our legislature pass a bill providing for state library development.

There is no lack of "libraries" in our state, as I've stated, but how effective are they? Only a handful in the urban areas of Maine meet state standards for hours of service and book collection. The contrasts between libraries are absurd. A resident of Portland, our largest city, has access to his library for 68 hours a week. However, if you live in Bremen (population 454) you have 3 hours in the winter and 4 hours in the summer. Yearly book expenditures are less than $100 in ten libraries in the state; they range from $2,400 in Kittery (population 11,028) to $14,512 in Presque Isle (population 11,454). Please note that we are still reporting only book expenditures, not any of the newer media.

Maine is a large state, large enough in size to take in the rest of New England, yet its population is less than urban Boston. As we've shown, only the few libraries in urban areas are likely to have adequate library service, but our largest urban area, Portland, has only a population of 65,000. This can hardly be described as a large tax base. Moreover, Maine's population is far flung and mostly rural, which compounds the difficulties.

One would expect the citizens of Maine to be up in arms about the inequities of library service, but for two very good reasons they aren't. One reason is the very urgent problem of poverty-and all its implications for jobs, housing, education, etc. The 1970 census revealed that the incidence of poverty im Maine was greater than the national rate and greater than any other state in New England. Among the elderly, 54% of those living as individuals were subsisting below the poverty level. So, the daily problem of filling one's belly is uppermost. The second reason why people aren't more vocal about their libraries is directly related to the first: the very people who have a hard time making ends meet, are often the ones who have the least expectations from libraries. They don't realize what the library has for them or what it should be doing for them. This doesn't mean that only the poor have this attitude; too many still think that libraries are for ladies who like novels.

These, then are the inequities: a largely rural population, poorly served by inadequate local outlets or far away from any outlet, in contrast to a small number of residents in urban areas with adequate-to-good service; a significant percentage of the population unaware of what the public library has for them, a good many librarians unaware of their responsibilities to provide modern, multifaceted library service, vis-a-vis a relatively small, sophisticated group of library users who know what they should be getting from libraries.

What should the Federal investment policy in libraries be?

My answer is based on my own experience in the public library in Brunswick and awareness of events in the field in Maine during the last several years. It is my strong belief that the Federal government, because of its unique position of seeing the country as a whole, should be using its funds to overcome inequities across all boundaries, should serve as a stimulant for innovation, as an incentive for links between libraries, as seed money generally. LSCA brought about a new era in library service-new ideas, new procedures, a whole new attitude toward the user, the non-user and the taxpayer. I realized for the first time that the taxpayer who wasn't getting service from the library, for whatever reason, was being cheated. With LSCA funds we bought magazines we couldn't afford to try before, we got a core reference collection, a sample large type book collection.

In Brunswick we were able to get $100,000 in LSCA funds towards a $550,000 addition to a 1904 building. Our town council was rather surprised that the federal government was interested in our library. They thought perhaps they ought to be,too. For the first time in many years the role of the public library became an issue in town. The library set itself a long range goal, committed itself (and the taxpayer) to meeting state standards. Thus I feel that the Federal government should continue to nurture new ideas and help to eradicate the inequities through a national network.

National Planning

Priorities for service. Development of service to the unserved vis-a-vis those who need access to definitive or comprehensive collections.

I am rather disturbed that we should have to pose one group against another. However, it has been my experience working in public libraries of various sizes during the last ten years, that those needing access to comprehensive collections generally know how to go about getting it. They know about research and they often know where their material is. They certainly have a great advantage over those who are not aware of the public library. Vast numbers of people have no conception of modern library service, no idea that it might affect their lives. They, too, are taxpayers, but they are not getting their money's worth. Many people think of themselves as not "bookminded", not realizing that the library may supply them with information or pleasure by using media other than books. Others don't know that even the smallest library can supply, or get from elsewhere, quickly, a sample examination for a plumber's license. It would seem to me that a national network, adequately funded, should provide access to large collections without much difficulty. The real challenge, if we must set priorities, is to develop service to those who don't know about us.

Means and methods of providing service in sparsely populated areas

As we have noted, despite its small and far flung population, Maine has more than 210 public libraries. While the majority are grossly inadequate, it would be a bad mistake to ignore them or to try to close them down. They are a source of local pride, and wherever such outlets exist, they should be used as distribution points, although funding cannot continue to be merely local. They should be distribution points not only for books and other media, but for staff shared with others, and catalogs of other libraries or collections.

When there is no local library, the nearest regional shopping center or its library is the natural place for service. My own town is a classical example of the barriers to service that exist and also how they could be overcome. Brunswick, population 16,000 serves as a shopping center for at least three times the number of its own population. Town boundaries restrict use of the library to its own taxpayers. While it is abhorrent to me to deny service to anyone (out-of-town residents can get library service for a fee) I cannot deny the fact that Brunswick tax dollars are supporting the library. These inequities await a solution, but in the meantime, the outlet is there and not being used properly.

The state bookmobiles have helped somewhat to bring service to outlying areas, but we have not fully explored the possibilities of transporting people and materials. Truck delivery from one library to another might be much more efficient than the mail.

We also take for granted that anyone can hop into a car at any time, but this is not true for the elderly or children or many mothers. On top of that, public transportation is non-existent. Offering free transportation to the library to these groups on an experimental basis is worth a try. We should also consider service by mail on an extensive basis. While we do mail out books occasionally, lack of a printed catalog, lack of money hold us back. Goods and services flow freely throughout our state; there is no reason why this should not be true of library service.

Respectfully submitted,
Sue Weissman,
Librarian

Massachusetts Institute of Technology **Foreign Study Office** Room 10-303 Cambridge, Massachusetts 02139 (617) 253-5243

July 27, 1973

Dr. Frederick H. Burkhardt
Chairman
National Commission on Libraries and Information Science
Suite 601
1717 K Street N.W.
Washington, D.C. 20036

Dear Dr. Burkhardt:

This is in response to your kind suggestion that I submit written testimony to the National Commission on Libraries and Information Science prior to its New England regional hearing.

Let me first introduce myself. I am William N. Locke, residing at 25 Berkshire Road, Newtonville, Massachusetts 02160. My education was in the liberal arts at the Phillips Exeter Academy and Bowdoin College with an emphasis on foreign languages, culminating in a PhD. in romance philology from Harvard in 1941. I taught French at Harvard, Radcliffe and M.I.T. for a number of years. After two years of psychological warfare service in Europe I became Head of the Department of Modern Languages at M.I.T. in 1945. Eleven years later I was asked to be Director of Libraries, which position, I held for sixteen years, taking partial retirement and my present position as Foreign Study Advisor in June, 1972. During my years as a librarian I was active as an officer and on committees of the Association of Research Libraries, the American Society for Information Science and the International Federation for Documentation.

To turn to my testimony, I should like to address myself to No. 6 of your proposed topics: The Library of Congress as the National Library; its responsibilities and authority. First may I point out that the formulation of this topic finesses the fundamental question which should be asked: Should the Library of Congress become a national library? Then there is the curious use of the definite article which disestablishes the two fine existing national libraries, in favor of the Library of Congress as "the National Library."

In the following I shall discuss the conditions under which the Library of Congress should be made a national library and responsibility for bibliographic control of U. S. and foreign publications.

The Library of Congress has provided both direct and indirect services of great value to the American people since it was founded in 1800. Interlibrary loan and photocopy were early and valuable contributions. The legislative reference service has a particular impact on the legislative branch and on legislation which may ultimately affect the life of every citizen. Less known to the general public are it bibliographic services. These have been of great value since card distribution started in 1910. There are few major or even medium sized libraries in the country which do not have LC cards in their catalog and LC bibliographic publications on their shelves.

Some people feel that the Library of Congress could be strengthened and provide better leadership and more services if it were made a national library. Nationally and internationally the name change would add dignity and status to the largest library in the U. S. and one of the largest in the world.

There is another point of view. As LC has grown bigger, it has grown unwieldy. The Center for Research Libraries has had to be set up to handle storage and loans of uncommon books, foreign theses and certain journals. It is now proposed that we need a number of similar regional lending libraries. More and more the contributions of the Library of Congress to the library world* are primarily bibliographic.

Unfortunately, it seems that as long as the Library of Congress continues in the legislative branch and owes its first allegiance to the Congress, its bibliographic services will not be designed to meet the library and information needs of the rest of the country. Its cataloging and classification schemes are designed primarily for internal use, as are the Marc projects and shared cataloging.

There may be an exception in the case of shared cataloging but it is hard to tell how far LC has led and how far it has been pushed by the American Library Association and the Association of Research Libraries.

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*For convenience "library world" is used to include libraries, information services and the public they serve.

Time after time the library professional associations have urged the LC to take steps which would benefit the library world and have supported its requests for additional funds before Congressional committees only to find delay after delay when it comes to carrying out the plan. This is true of plans for expediting cataloging. Another example is the "cataloging-in-source" proposal of the late 50's to have LC catalog card copy printed in each book. This foundered on LC's refusal to cooperate, though nothing could have been more effective in speeding the putting of books on the shelf and cards in the catalogs of libraries all over the world. "Cataloging in publication" which is similar but less useful to libraries is now being tried.

In still another case eight years ago after five years of study and detailed recommendations by an ARL Committee, LC agreed to undertake "a national program for the preservation of deteriorating books," but it now appears that LC has reneged on that promise.

We have a fine example of what a national library can be in the National Library of Medicine which has provided outstanding leadership and service to the medical libraries and the medical profession. Through its photocopy service, then Medlars and now Medline it stands out far ahead of the rest of the world in applying modern technology to bibliographic and text access for a nationwide and even worldwide public in the health sciences.

Let us consider a model of an ideal national bibliographic situation. Every publication is cataloged before printing, perhaps as part of the copyright procedures. The process is coordinated by a National Bibliographic Center with the cataloging being done by different research libraries across the country. The catalog copy is transmitted to the National Bibliographic Center's data bank and from there it is quickly available by modern technological means.

The simplicity of this model is appealing. Nothing in it is untried and it can easily be extended to other countries. The difficulties are the usual ones, vested interests and shortage of money. When the need is strong enough, vested interests give way and the money is found. In this case LC would need to be divested of its half hearted interest in bibliographic service to the library world. The cost of the proposed decentralized cataloging operation would certainly be less than that of the present centralized plus decentralized cataloging that still goes on with endless duplication all over the U.S. Access networks comparable to those of the Ohio College Library Center would have to be paid for but the rapidly growing success of OCLC and similar services indicates that this would offer no serious difficulties.

The National Bibliographic Center combining the bibliographic activities of LC, NAL and NLM with those of the National Technical Information Service would give complete coverage, not only of monographs, but also of serials and technical reports. It would provide the kind of service orientation which the library world needs.

The administration of the National Bibliographic Center could logically be put under the National Bureau of Standards but in view of the trend toward withdrawing federal support from public services, the library world is undoubtedly going to have to pay for bibliographic services received. The choice will be to buy them from commercial suppliers or run them ourselves. The device of a semi-public corporation should be considered, following the pattern of public interest and public service in Comsat, the Public Broadcasting Service and the Post Office. With a Board of Trustees drawn from Government, the library world and the public, some financing might be provided by the Federal government.

To return to the Library of Congress the decision whether it should become a national library would seem to hinge on answer to one question, can it be turned around 180° so that its first loyalty is to the library world and service to Congress has second priority? Putting it another way, can one realistically expect Congress to accept this change in priorities for its library and vote adequate financing?

If the answer to these questions is "yes", then it is possible but still not necessarily desirable, to transform LC into a national library. Even if this is done however, it is far from certain that a nation wide bibliographic service should be attached to it.

If the answer is "no" LC would be a national library in name only— not a useful concept. And in that case the Library of Congress should clearly concentrate on providing service to Congress and acting as a research library for the Washington area but no longer attempting to supply the bibliographic needs of the library world. The National Union Catalog could be incorporated into the National Bibliographic Center data bank as far as desirable. LC's processing departments could be substantially reduced in size thus solving their chronic space and manpower shortage.

Real bibliographic control of all published material in the U. S. is not a new dream, it is an old nightmare. Bibliographic services need to be coordinated, expanded and redirected towards the goals of maximum service. After many years of waiting it is clear that LC cannot or will not take up this challenge. Private industry is helping with some services, regional organizations with others. With the help of the Commission the research libraries of the country will have to take the lead in planning and executing a solution.

William N. Locke

William N. Locke
Foreign Study Advisor
Director of Libraries, Emeritus
Massachusetts Institute of Technology

July 27, 1973

BOSTON UNIVERSITY
MUGAR MEMORIAL LIBRARY
771 Commonwealth Avenue, Boston, Massachusetts 02215. Tel. (617) 353-3710

UNIVERSITY LIBRARIES

August 22, 1973

Mr. Frederick H. Burkhardt
Chairman
National Commission on Libraries and
Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

Thank you for the opportunity to submit written testimony to the Commission.

First, I should like to urge the Commission to concentrate its efforts on the Library of Congress' role as a national library. LC has been as innovative and responsive to this role as has been financially possible. But the responsibilities grow geometrically in progression, especially in the present anxiety over compatible automated records for library network use.

Some of LC's programs, such as Cataloging in Publication, are funded by grants from the Council on Library Resources and the National Endowment for the Humanities. It seems to me that such grants should be used to enlarge and speed up the program, and regular government funding to keep it going, there being no question as to the value of this program to libraries and publishers alike.

The National Program for Acquisition and Cataloging and the Shared Cataloging Program have so improved the early availability of cataloging records (doubled output since advent of NPAC) that libraries have been able to provide service on their holdings more quickly with no additional staff or, in some cases, a reduction in staff. Had it been possible for LC to implement its card printing and distribution faster than its budget and the exigencies of government offices allowed, the card service and resultant savings would have been more dramatic.

While MARC has expanded from its records of English language monographs to include motion pictures, filmstrips, slides, and the beginnings of French language monographs, the further development of MARC for other languages and other media is obviously needed as well as the development of peripheral services. The annual report for 1972 expressed a need for funding to provide automated name reference information in LC's catalogs and for distribution in various forms. The projected eighth edition of LC subject headings should be speeded up so that the necessary reexamination of the entire system of headings for philosophical and terminological updating can be accomplished as soon as possible and displayed in a greatly revised ninth edition.

The most urgent area of all is in serial publications, where several things are happening: the development of the ISBD-S, the National Serials Data Program, the MARC-Serials Distribution Service (newly cataloged or recataloged items, no retrospective in the near future), and the demand at the grass roots level for a national machine-readable union list of serials. The NSDP is assigning ISSN's and "Key Titles," but has only about 700 records for its data base. Administered by LC, but including the NLM and the NAL, the NSDP still "seeks outside funds insofar as possible." Libraries must demand increased support for one or both (MARC Serials and NSDP) systems, or some combination and compatibility. The alternative is to face the expense of local conversion of serial records with the attendant problems of entry reconciliation.

This problem of serials requires much study before the best solution can be reached, and there are many competent librarians whose knowledge can be used in an advisory capacity. Identification of this problem as a national concern with funding to conduct the study necessary to develop a system which incorporates the best of all methods seems to me a real priority.

The remarkable fact, I believe, is that the Library of Congress has been and is able to do and serve and respond as well as it has in so many areas. Its reward should certainly be the constant concern of the library world for the health and prosperity of the Library of Congress in its role as the National Library.

Second, I should like to plead that the Commission take what steps it can to support the repeal of the Tax Reform Act of 1969. Nationally, donations of self-generated manuscripts to libraries have virtually halted. Until the 1969 Tax Act was passed, an author who donated his manuscripts, letters, or other papers to a tax-exempt library or university was entitled to take a charitable deduction equal to the fair market value of this property. The 1969 reform law "accidentally" deprived authors of the right to take charitable deductions for such contributions.

H.R. 3152, introduced by Hon. Wilbur Mills, calls for a fifty percent restoration of the tax benefit. S. 1367, introduced by Senator Frank Church, and passed, would allow a fifty percent benefit. This latter bill was defeated in the House. H.R. 2152 and H.R. 697, introduced by Hon. Ogden Reid and Hon. Edward Koch, call for full restoration of the tax benefit. The American Library Association in testimony submitted to the House Ways and Means Committee has supported this move for full restoration. S. 1510 and H.R. 6764, introduced by Hon. Jacob Javits and Hon. John Brademas, call now for a seventy-five percent restoration.

The situation is at the present time too fluid. The diversity of repeal bills submitted suggests that too little is likely to be accomplished in the direction of repeal until libraries, universities, the Authors League, and writers themselves draw up a uniform repeal bill and lobby with Congress for its passage. The Library of Congress reports that its manuscript donations dropped from 283,528 items in 1969 to zero in 1972. Columbia University Libraries have reported a ninety percent drop in manuscript donations.

Neither institution will accept manuscripts on a deposit basis; the Boston University Libraries do. Thus, our own statistics are not as dramatic, although we too have lost collections, and additions to collections, due to the current tax law. Authors are holding on to their papers, awaiting a change in the law or anticipating the sometimes futile hope of selling their materials in the open marketplace. The only ones to gain from the tax law have been the manuscript dealers. (I would assume that additional revenue generated by this law for the Federal Government has been minimal.)

It is not only a question of an author's papers being unavailable for scholarship, and scholarship in general eventually suffering from this, it is the more basic fact that papers retained in a private establishment are subject to theft, water, dampness, fire, dry-rot, vermin, excessive heat, foxing, destruction, loss. Unlike a book - no matter how rare - no other copy of a manuscript is likely to appear once gone. Repositories preserve for posterity. The current law is diametrically opposed to that.

Again, thank you for this opportunity. Congratulations on the work of the Commission to date, and best wishes for future success.

Sincerely,

John Laucus

John Laucus
Director of
Libraries

L/lml

FINE ARTS LIBRARY

FOGG ART MUSEUM · HARVARD UNIVERSITY · CAMBRIDGE, MASSACHUSETTS 02138

1 August 1973

Mr. Frederick H. Burkhardt
Chairman
National Commission on Libraries and
Information Science
Suite 601
1717 K Street, N. W.
Washington, D. C. 20038

Dear Mr. Burkhardt:

Thank you for your letter of 10 July 1973. I am honored by the invitation from the National Commission on Libraries and Information Science and its Chairman to express my thoughts on some of the current needs and problems that libraries and information services face in this country today. I also appreciate the opportunity that you give witnesses to focus on one of the six areas of concern stated in your letter.

I have chosen item #3 on your list: Criteria for designation of proposed national and regional resource centers as the topic of my testimony.

Before addressing myself to this topic I would like to identify myself as requested when submitting statements to a hearing in letter form.

I am the Librarian of the Fine Arts Library of the Harvard College Library (1964 -), Lecturer on the Fine Arts and Member of the Faculty of Arts and Sciences. I have been in the library profession for over 20 years, most of these at Harvard where I have had varied experience in cataloguing and classification, as head of a science library and as Associate University Librarian for Resources and Acquisitions. I am interested in education for librarianship and have taught as a guest at library schools and have been co-chairman of a federally funded Institute for Training in Librarianship (Buffalo, 1969). I have been a member of the American Library Association (Chairman, Art Subsection 1968-69, Chairman, Subject Specialists Section 1971-72), and the Special Libraries Association. I am a member of the College Art Association of America, the International Association of Music Libraries, and I am a charter member of the Art Libraries Society of North America (ARLIS/NA).

My educational background is in literature, music and art; my chief interests are the history of ideas and of scholarship. My graduate degrees are from the University of Freiburg i. B., Ph. D. 1949 and from Simmons College, S. M. in librarianship, 1956.

Since my most recent experience has been as director of a special subject library in an academic institution, a library, however, whose impact reaches far beyond that specific institutional setting because it serves indeed de facto as the art reference and research library for the whole New England region, I may be permitted to speak pro domo with constant reference to the role of the Fine Arts Library of the Harvard College Library in the Fogg Museum. It should be clear, however, that other libraries covering different subject specialties do exist and have similar problems and that what is said about the need to establish networks and regional fulcrums is also applicable to areas in the sciences, in business, law, etc.

If one takes a look at library service in the visual arts in the United States today, one realizes that of ten outstanding libraries, three are museum libraries (Art Institute of Chicago, The Metropolitan Museum of Art in New York City, the library of the Cleveland Museum of Art); three are subject special libraries as components of university library systems (Columbia, Harvard, New York University); two are integral departments of large public research libraries (Library of Congress and New York Public Library); and only one is an independent research institution (The Frick Art Reference Library in New York City). This stands in contrast to the situation in Europe where every country has one or more independent central libraries covering the field. I mention this because it would be much easier to link independent research libraries into well functioning service and bibliographical networks than is possible in this country where art libraries have very different administrative and financial bases.

There is, due to a lack of organization, no easy way of discovering how many museums have strong libraries or which public library systems include strong art collections. A survey to assess this situation is now being undertaken by a committee of the Art Libraries Society of North America, the new professional organization of art librarians. One fact however, emerges: While in some cities, two or three (at least four in New York, three in Washington, D. C.) strong art libraries busily building up their collections and competing with each other for private and/or government funds are located only a stone's throw distance from each other, other culturally wide awake or emerging cities have no collections of similar quality.

In Boston the situation is still different. The Boston area has a few very strong art reference libraries (The Museum of Fine Arts, the Boston Public Library, the Boston Atheneum and Harvard's Fine Arts Library in the Fogg Museum). Of the four the Atheneum is a private subscription library serving only occasionally a visiting scholar or two, the Museum of Fine Arts Library is considered chiefly as a tool for the Museum staff and serves the public only incidentally (even if it wanted to its premises are too small and its services are not organized to accommodate numbers of serious students), the Boston Public Library collection, which has a strong base, has suffered great neglect over a number of years and only since it has been moved to new quarters in the Boston Public Library Annex recently completed, does it give some promise of developing into a serviceable reservoir of art books for the art historical community. Until it does, however, the Fine Arts Library of Harvard University, as the most accessible and strongest art reference library, serves as a public resource. As an academic library of a private institution it receives no public support and no reimbursement for the services it renders to faculty and students of 12 other area colleges and universities, to private research scholars and to the public at large. It becomes increasingly difficult to defend this liberality, considering the fact that the library has been forced to curtail its services to the Harvard community by reducing opening hours and paging and eliminating inter-institutional interlibrary-lending. In the near future it may have to eliminate all service to those not members of Harvard University. This library is overextended.

This description of the art library situation in the Boston-Cambridge area is not given primarily to call attention to the plight of our library but because the situation, namely one art library serving a large spectrum of the community while several other libraries in the vicinity are continuing to build up their collections to serve a very limited clientele, is probably typical for many a city in the U.S. The library that takes the brunt of use may be a public, a museum or a university library. This situation is bizarre and wasteful and can only be explained historically by the fact that private, municipal, state and national library resources were permitted to develop independently of each other with no attempt made at coordination.

Privately financed art libraries have, it should be noted, one great weakness. They have not been able to create a tradition of private patronage. Wealthy people interested in the arts give works of art to museums, they do not usually support art libraries. J. P. Morgan established the Morgan Library in New York as a museum of the book, not as a working reference collection, and so did the other great book collectors who were also art collectors. It is significant that of the world's great independent art research libraries, only one, the Henry Clay Frick Art Reference Library, developed in the United States, whereas in Europe names such as those of Sir Robert Witt, Abby Warburg, Bernard

Berenson, or Jacques Doucet are closely associated with the independent research libraries which they founded.

I submit for consideration by the National Commission the following recommendations:

I. Establish Regional Central Art Libraries

In each geographic/cultural area the Commission should effect federal and state support that would permit one of the existing visual arts libraries to broaden its function to become the official public research and reference library for the area. For instance, in one place an existing museum library could replace or absorb the appropriate section of the public library, a developing art history department in a university might want to apply its library funds to strengthening a nearby museum library instead of building up a library of its own, or the public library art division might *de jure* become a museum and/or art department library. Serving all levels of readers from grade through graduate school, art historians as well as artists, amateurs and professionals, recreational and educational needs, the organization of the Museum and Library of the Performing Arts in New York City could serve as a model for such a three-level service concept.

II. Encourage Greater Inter-Library Cooperation

The Commission should authorize studies to determine the degree of cooperation possible between different types of art libraries (public, academic, museum) and procure financial assistance to emerging systems that would

1. produce regional union lists of art serials and union catalogs of art book holdings;
2. develop cooperative acquisitions programs aiming at only minimal and carefully planned duplication of resources;
3. make resources available to each others' constituencies and develop advanced print and pictorial tele-reference and communications systems.

Progress in these areas must be carefully measured and pitfalls avoided. Possible pitfalls lie, again, in the great differences between art libraries with regard to their financial bases. No cooperative is going to work if the parent institutions of the cooperating libraries do not also agree to at least some degree of subject specialization, and it is most important that all partners adhere to this division of interests and responsibilities over a period of many years. We have seen library collections in colleges and universities where faculty turnover and the lean years of financial support can be "read" from incomplete runs of serials and broken sets of major source publications that appear in parts.

In this country librarians, much more than any other professional group in academia have been willing to work together, to share and to experiment. On the whole they have done much more than the universities themselves toward pooling resources and sharing them as well as their responsibilities. Unfortunately, their best efforts have all too often been thwarted by university deans and academic vice-presidents. Deans and department chairmen love to start new programs of instruction and research for which their own libraries are utterly unprepared while a library, perhaps 100 or 200 miles away, may have most of the resources to support that particular program. These conditions are often the result of a "star system" of faculty recruiting and competition -- no longer justified in my opinion in terms of the financial situation most colleges and universities are in today and the predictable decrease in enrollment -- in building up strong programs in overlapping or even identical fields. Cooperative book selection and the establishment of centers of gravity for special fields within the larger area of the visual arts would help prevent such occurences in the future.

A prototype for a cooperative scheme as outlined in the above paragraph does exist in the ARLO (Art Libraries of Ohio) network whose headquarters are in the Fine Arts Library of Ohio State University in Columbus. The scheme which has recently lost some of its support (it was originally funded by a grant from the Library Services and Construction Act, PL 89511) should be permitted to develop further and could, indeed, serve as a laboratory for similar projects in other geographical areas.

III. Promote New Bibliographical and Documentation Services in the Arts

The field of art has expanded tremendously during the past two decades and the public for art has grown proportionately including more scholars and students as well as more general readers than ever before. Whereas fifty years ago iconography, aesthetics, sociology of art, and similar fields were considered mere auxiliary disciplines, these have now become integral segments of the field itself. Conversely, while art history had been considered as a self contained discipline it is now seen in its relationship to the other humanities, social sciences and sciences, notably in relation to philosophy and psychology, social psychology, history, theology, literature and anthropology. This has opened up entirely new vistas for the art historian who is calling for new and different bibliographical tools for his work, and it brings scholars from other disciplines to the art library who are looking here for kinds of information available in the printed and visual collections that traditionally were of little or no interest to the art scholar.

Present library catalogues are very imperfect instruments with regard to subject analysis, especially with regard to the needs of these new groups of users.

And yet, libraries are a service industry for the provision of information. Every item of information required should be provided within the shortest of periods. Libraries must become more active in making their resources known in some depth to the would-be user.

The time has come for some subject special libraries to undertake the creation of new tools such as augmented catalogs that contain entries not only for monograph and periodicals but also for articles in scholarly journals and for individual chapters in books, for art historical information found in newspapers and other non-specialized forms of publication. The profession badly needs a central repository in this country for domestic and foreign exhibition catalogs and auction sales records for which new and better bibliographical controls are also badly needed.

One area in which the Commission could perhaps become active by initiating support is the interdisciplinary cooperative abstracting and indexing of the current runs and retrospective files of general interest cultural periodicals. Several special libraries representing different humanistic disciplines could attack the problem jointly. Obviously, when indexing retrospective files of general periodicals from the point of view of several subject disciplines, one should not have to turn over the same mass of material again and again. The bibliographer member of a team whose task it is to abstract or index-articles for the field of art history should not throw back into the ocean of data the material that is of potential interest to a sister discipline. To give a practical example: the art bibliographer should forward immediately to the music bibliographer those materials -- usually iconographic data -- which, although they are of slight art historical importance, the musicologist wants because they illustrate the history of musical instruments or shed light upon earlier performance practice. In the cooperative scheme which I envisage, the work load would be divided according to the desired chronological coverage. The art indexer would cull from the publication on which he is working the relevant art historical information as well as materials that may be relevant to other subject fields. He would proceed to code specific art historical information for direct input into his own bibliographical data system, but he would also gather and transmit in standardized machine readable format, information picked up on other subjects, such as music, literature, film, drama, or history to those centers which have taken on the responsibility for the documentation in those respective fields.

The result of the activities described in the above paragraph would be reflected in a number of standard indexing/abstracting tools for the various disciplines and permanently stored in a data bank with the capability for producing on demand special subject bibliographies on an individual basis.

IV. Develop Visual Resources

The building up of strong central collections of visual resources for art: photographs, slides, films and video tapes in conjunction with the designation of center libraries is just as important as building up the collections of printed materials.

V. Centralize Archives

The Archives of American Art, since 1970 a Bureau of the Smithsonian Institution in Washington, D. C. with area offices in Boston, New York, Detroit and San Francisco, should be the official repository for all letters, diaries and business records of all American artists, art scholars and art dealers, thereby relieving the nation's art libraries from the need for establishing such archival collections on their own. The AAA should be amply funded to continue its oral history program of interviewing living artists and art scholars and it should be put into a financial position to publicize its holdings in the form of catalogs and indexes, newsletters, etc.

VI. Create Master Collections of Exhibition and Auction Catalogs

The Center for Research Libraries in Chicago or the new research library of the National Gallery of Art in Washington, D. C. (which at one time during its planning stage had been dubbed "The National Art Library") should de jure become responsible for collecting in this country one copy of every art auction and exhibition catalog that can be obtained from anywhere in the world. I suggest that the CRL take responsibility for the auction sales and the National Gallery for the exhibition catalogs.

I hope that the foregoing will be of some use to the National Commission on Libraries and Information Science in its deliberations during the New England regional hearing on 3 October 1973. I would like to add that some of the points I have made were expressed by me earlier in the two articles whose titles appear as footnotes below.[1,2] I am indebted to John Coolidge, Professor of Fine Arts at Harvard University and former director of the Fogg Museum for stimulating my thoughts on the need for one strong art library for each city or region through his article "American Art Museum Libraries: Past, Problems and Potentials" written fifteen years ago and still pertinent today.[3]

Respectfully submitted,

Wolfgang M. Freitag

Wolfgang M. Freitag
Librarian of the Fine Arts Library
and
Lecturer on the Fine Arts

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1) "Art Libraries and Collections," in Encyclopedia of Library and Information Science, ed. by A. Kent and H. Lancour, I (New York: Marcel Dekker 1968), 571-621

2) "Wanted: A New Index to Exhibition Catalogues," College & Research Libraries 30: 540-43 (Nov. 1969)

3) Special Libraries 50: 119-122 (March 1959).

INFORMATION GENERAL INCORPORATED

214 GARDEN STREET • NEEDHAM, MASSACHUSETTS 02192 • (617) 449-2220

24 August 1973

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries and Information Science
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

The attached statement, co-authored by myself and Mr. Edward Housman of GTE Laboratories, Inc., is in response to your letter of 2 July 1973 requesting input to the regional hearings scheduled for Boston on 3 October 1973.

The principal focus of this statement concerns items numbered 1 and 2 on page 2 of your July 2nd letter (and, to some extent, item 4). It also addresses question 3 of the list of 7 basic questions of interest to the committee.

We believe strongly enough in the concepts and approach described in the attached statement that our respective firms are undertaking an experimental program to test its feasibility. A discussion of this program could not be made an official part of the testimony because the attached statement was prepared too close to the deadline for submission and there was not adequate time to secure clearance from GTE Laboratories, Inc. If requested, we should be able to describe this program to the Commission in October.

Sincerely yours

INFORMATION GENERAL, INC.

Marvin C. Gechman

Marvin C. Gechman
President

MG:al
Encl: NCLIS Statement

STATEMENT FOR NCLIS REGIONAL HEARING, BOSTON, MASS., 3 OCTOBER 1973

THE INFORMATION BROKER AS A KEY ELEMENT IN INFORMATION TRANSFER

By

Marvin C. Gechman, President
Information General, Inc.
Needham, Mass.

and

Edward M. Housman*
Head, Information Services
GTE Laboratories, Inc.
Waltham, Mass.

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* The opinions expressed do not necessarily represent the views of GTE Laboratories.

The intent of this statement is to briefly describe the major concepts of a national information service network and how it could be implemented. Our viewpoints will be presented in three major sections:

I. Problem areas as we see them.
II. The long-range solution, which appears impractical and unworkable at this time.
III. An interim solution; a workable alternative.

I. PROBLEM AREAS

For the purpose of this statement, we will address the following two generic problem areas.

1. The inefficiency inherent in the existing systems and procedures for storing, retrieving, and disseminating needed information -- especially scientific and technical information, although the principles apply equally well to other classes of information. Essential to our thinking is that information in many spheres, particularly technical information, is a vital national resource which the Government has a legitimate interest in fostering, preserving, and making maximally useful.

2. The inability of the user, especially the information

seeker who works for a small or medium sized organization, to access the information he needs,on a timely basis, to perform his job in an effective manner.

On a national level, we have an unplanned, ad hoc, decentralized, uncontrolled, and incompatible myriad of independent information facilities and services. Collectively, it is obviously inefficient and costly -- and these costs are consistently rising. To many users, especially those who are reluctant to recognize information as a commodity that must be paid for, some of these costs are already prohibitive. Inefficiency abounds because of duplication of holdings and effort, plus the painful fact that much needed information is lost or virtually not available to many users.

The information user in the small to medium sized firm has a more serious problem than his counterpart in a larger organization. Among the factors that influence his use (or nonuse) of information are:

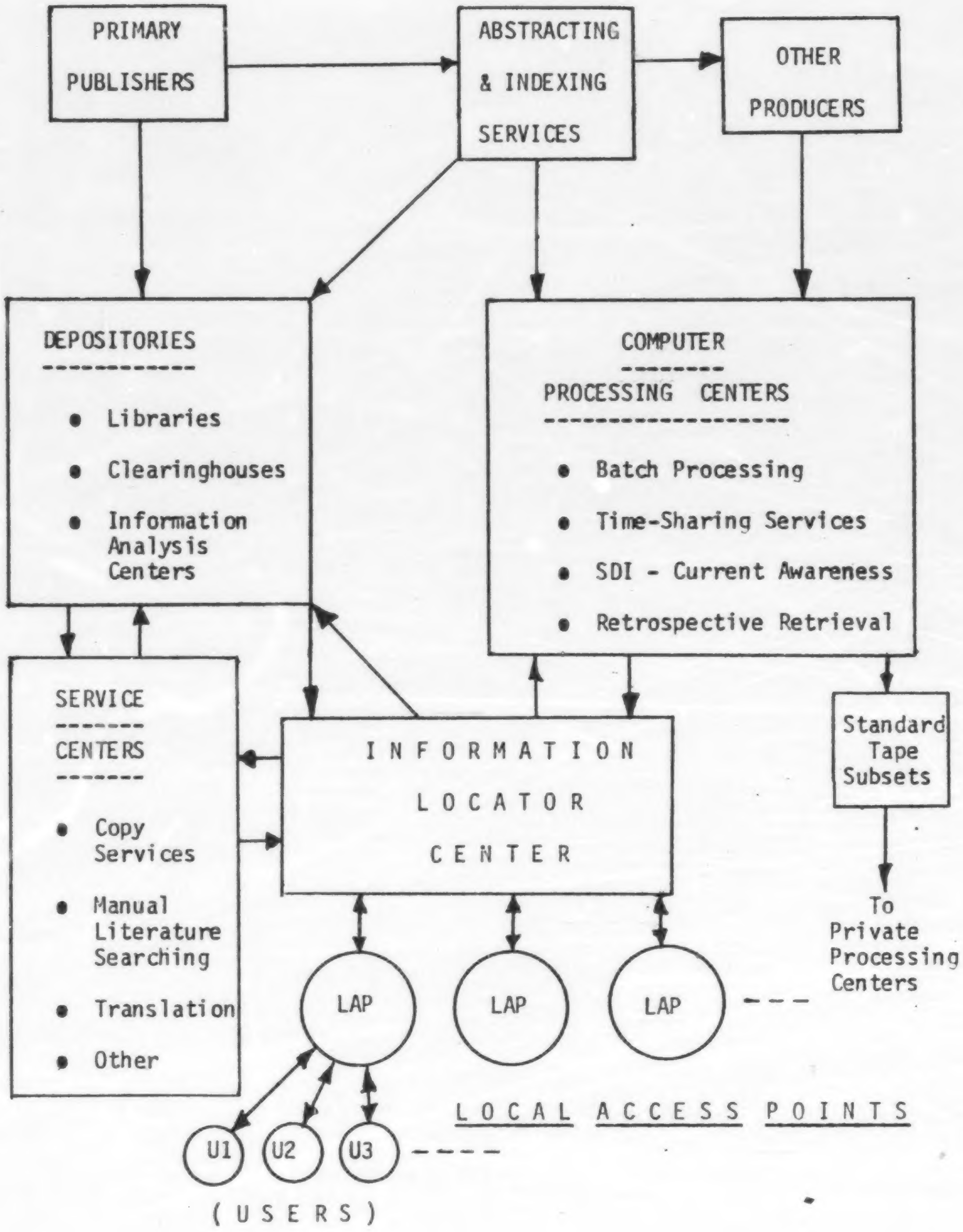
1. Typically, an underfunded and/or understaffed library, or no library at all.
2. Lack of knowledge as to what information resources are available or how to tap them.
3. Inconvenient access to those information resources he does know about.
4. Inadequate time and/or funds to investigate even the major information resource alternatives.
5. Reluctance to ask outside sources for information for security reasons (e.g., R&D users don't want others to know what subject areas they are currently pursuing).
6. Intermittent and changeable needs, precluding his subscription to many information services.

Even though a local librarian may be available, there is such a multiplicity of information resources (steadily growing) that the response to the user's resuest is often incomplete or too late to be useful. Faced with all of these problems, the usual decision is to do without the data, or to call a colleague who may be able to provide leads.

Some idea of the extent of the information resources available is shown by the five references listed in the bibliography. Reference 1 describes 160 Federal libraries holding comprehensive, research collections, or other unique collections. Reference 2 describes 142 machine-readable data bases for bibliographic holdings available in 1971: 97 produced by 62 organizations in the U.S., plus another 45 generated in 10 other countries. Reference 3 describes 833 organizations in the U.S. and Canada that provide or maintain an information system or service. Reference 4 shows that an average of 1.5 million items have been added in each of the past 3 years (1971 to 1973) by 30 abstracting and indexing services. Reference 5 describes some 1500 data files from over 600 organizations worldwide, covering only the social and behavioral sciences.

EXHIBIT - I

NATIONAL INFORMATION SERVICE NETWORK
(Conceptual Functional Flowchart)


PRIMARY PUBLISHERS
ABSTRACTING & INDEXING SERVICES
OTHER PRODUCERS
DEPOSITORIES
Libraries
Clearinghouses
Information Analysis Centers
COMPUTER PROCESSING CENTERS
Batch Processing
Time-Sharing Services
SDI - Current Awareness
Retrospective Retrieval
SERVICE CENTERS
Copy Services
Manual Literature Searching
Translation
Other
INFORMATION LOCATOR CENTER
Standard Tape Subsets
To Private Processing Centers
LAP
LAP
LAP
LOCAL ACCESS POINTS
U1
U2
U3
(USERS)

II. LONG RANGE SOLUTION

A majority of our nation's workforce is concentrated in industries where the input of information has become an important (sometimes critical) ingredient to success of the enterprise. Assuming our economic and technical growth is, to some extent, dependent upon the success of these enterprises, it is important to see to it that the information they need is avialable for their survival in a worldwide marketplace and to avoid wasteful use of national resources (man, material, machinery, and money). We believe the concept of extending federal subsidies to a wide range of information services, carefully designed to encompass and penetrate the user community, is unquestionably in the public interest.

With these thoughts in mind, we are suggesting the long range establishment of a government-sponsored national information service network. Such a concept is not new; it is easier to suggest it than to describe how it will work. Nevertheless, we will attempt to define, in a broad sense, how we think it could work effectively and how it might be implemented.

As shown in Exhibit 1, five functional (not necessarily organizational) elements are envisioned: Official Depositories, Computer Processing Centers, Information Locator Centers, and Local Access Points. It is important to note that most of the network elements described currently exist, and are functioning. Individually, some of them are performing very well. Collectively there is massive overlap and waste. The major difference between the current operations and the concepts described below involve their participation as a node in a structured national network -- as well as the associated coordination, cooperation, effectiveness, and efficiencies possible through operation of such a network.

A. Official Depositories

One of the key initial steps in setting up such a network is to identify the segments of information needed in a national system. The selected information resources (including the holdings of certain libraries, clearinghouses, IAC's, etc.) would be classified as Official Depositories. When selected, the depository becomes eligible for partial Government support, possibly in proportion to its importance or use. Primary responsibilities of such depositories would not depart significantly from present practices, and include:

1. Assembly and maintenace of special collections.
2. Permanent historical holdings cataloged for easy

retrieval.

3. Filtering, indexing, surrogating, as required to maintain quality collections.

4. Availablity of holdings to copy services.

B. Computer Processing Centers

The primary function of these centers it to provide an information management capability while minimizing duplication of services. Responsibilities at these centers would not differ essentially from the tasks currently performed, including:

1. Maintenance of search tapes for retrospective searching.
2. SDI operations, including profile maintenance, announcement, etc.
3. Batch search processing for area served.
4. Use of time shared bibliographic services.
5. Tape reformatting and provision of standard tape subsets for use by private institutions.

Primary machine readable input will come from the independent abstracting and indexing services and other producers. The national network would have little if any control over this input, except to promote and assist in format standardization.

C. Service Centers

The service functions include an important document management capability involving copy centers for hard copy and microform reproduction, as well as blowback from microform. Another important service is to perform, or arrange to have performed, manual literature searching and retrieval of material not covered by computer files. Translation and other services would also be performed. Functionally, these are separate services, but physically, they may be located within the depositories or processing centers.

D. Information Locator Center

There appears to be a vital need for a coordinated but decentralized newtork of information locator centers. These should be set up on a state or regional basis, according to the density of users and their actual use of the network. The information locator centers would have at least these responsibilities:

1. Act as clearinghouse for requests.
2. Locate depositories and processing centers holding desired information.
3. Initiate appropriate computer and/or manual searches.

4. Act as a wholesaler for SDI services in the area being served.

5. Request and monitor service center support.

A few information locator centers exist at the national level (e.g, NRC, SIE) and they would surely play an important role in the national network. But the existence of a decentralized network of locator centers will ultimately become necessary. If everyone in the network can communicate with everyone else, the communications network will inevitably break down. The centers would act as switching centers to avoid such a breakdown.

E. Local Access Points

The last element of the national network involes direct contact with the user and is the most important element in the network. It has long been understood that a good information service which is not convenient and accessible will be utilized far below its capacity. When there is no local access point (such as a firm's library), the unfortunate results are that many make do without any literature support.

The nature of the local access point will change and improve with time. The change will occur gradually along with the advent of economically feasible online systems, integrated circuitry, mini and micro computers, low cost display devices and printers, as well as other technological trends such as CATV. Whatever form the local access points may take, it is important that it be available, convenient, and that the user be aware of it.

In summary, following are the major advantages and disadvantages of the conceptual information service network we have outlined.

A. ADVANTAGES

1. Prevents valuable information resources from virtual nonavailability.
2. Increases the use of information and specialized collections.
3. Decreases duplication of holdings.
4. Reduces duplication of effort in surrogation and indexing.
5. Helps increase compatibility and standardization.
6. Increases the speed of access to both new and archive information.
7. Broadens user base.
8. Helps pave the way for effective use of online and other sophisticated systems requiring networking.

B. DISADVANTAGES

1. There is an implied long-term Government commitment required in an area where support is dwindling.

2. The startup costs are high.

3. The idea would probably meet with severe resistance in many quarters.

4. It is at least a 5-year program. What will be offered in the interim?

III. AN INTERIM SOLUTION: A WORKABLE ALTERNATIVE

Examination of the above list of advantages and disadvantages of the national network leads one to conclude that, over the long run, the advantages far outweigh the disadvantages. However, the difficulty of implementing the system is apparent. Furthermore, if the Federal Government attempted to implement the system too rapidly, it would surely be an expensive disaster for several reasons, notably:

A. To be successful, complex systems must be evolutionary -- they are not born overnight.

B. Technology is not yet to a point where such a system can be considered economically feasible.

Even if the program were developed slowly (say on a 5 to 10 year timeframe), there is an inherent pitfall in the plan. A national information service network, whatever its design may be, is predicated upon extensive cooperation of its participants. The participants are numerous, generally independent, and faced with their own set of problems. Achieving the degree of coordination and cooperation needed for an efficient/effective system will be difficult, costly, and time-consuming; it may not even be an achievable goal.

In spite of these problems, the Government cannot afford a passive attitude. The existing ad hoc, uncontrolled, incompatible, and indpendent information facilities and services cannot be allowed to continue indefinitely without dire consequences at some time in the near future. Other countries are building more efficient networks with Government support and in the long run, the U.S. must also. At the same time we are not suggesting an expensive, impractical, long-term program involving serious pitfalls that could cause the entire system to crumble.

We believe the network should be built piecemeal on a small scale -- a less costly and safer approach -- which can be incrementally funded as it grows and learns to grow. This workable alternative revolves around the concept of setting up a network of "information brokers" as shown in Exhibit 2. The functional responsibilities of the information broker (in many ways similar to those of the real estate or stock broker) are:

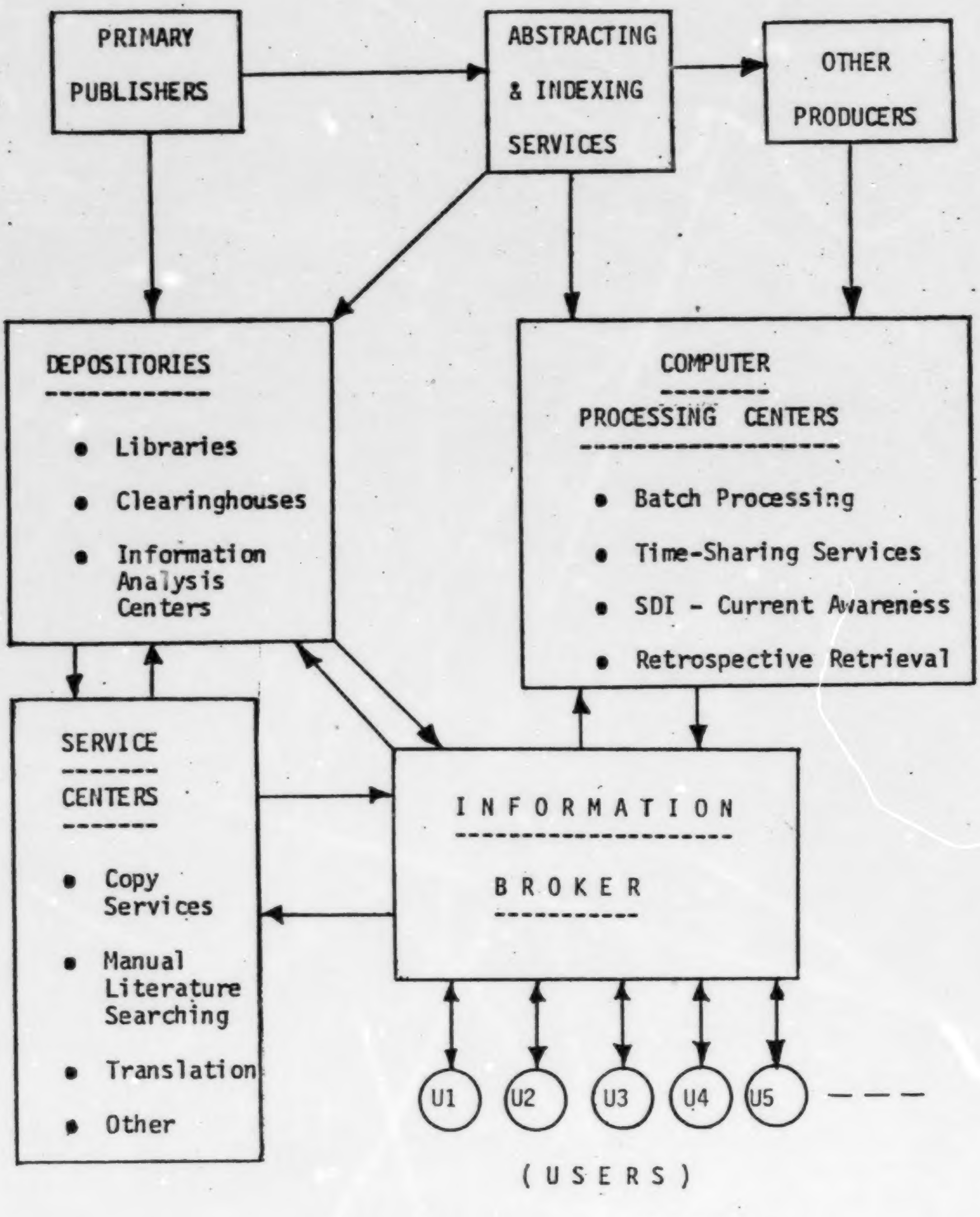
A. They must be independent operations not associated with any particular processing center.

B. The information broker must perform all the functions described for the information locator center for the users in his area.

C. For those users who do not have a local access point,

EXHIBIT - II

THE INFORMATION BROKER AS A KEY ELEMENT IN INFORMATION TRANSFER


PRIMARY PUBLISHERS
ABSTRACTING & INDEXING SERVICES
OTHER PRODUCERS
DEPOSITORIES
Libraries
Clearinghouses
Information Analysis Centers
COMPUTER PROCESSING CENTERS
Batch Processing
Time-Sharing Services
SDI - Current Awareness
Retrospective Retrieval
SERVICE CENTERS
Copy Services
Manual Literature Searching
Translation
Other
INFORMATION BROKER
U1
U2
U3
U4
U5
(USERS)

the broker will serve that purpose. This can be attained through a vigorous marketing campaign, plus close relationship and frequent communication with the users in the broker area.

D. The information broker will be required to batch requests and maintain complete anonymity of the requestor.

E. The only contact the user should make when he has an inquiry is to the broker; the user would receive one bill no matter how many information resources were tapped.

F. The information broker would be responsible for the creation and maintenance of SDI profiles for participating users in his area.

G. Activities will not be restricted to scientific/technical literature. The broker would be responsible for locating and providing literature covering all subject areas.

The network of information brokers should be partially government supported in order to prevent the service from being prohibitive to use, and to insure availability of an easily accessible broker to all users. A comprehensive training program should be established to apprise all brokers of the multiplicity of information resources and the changes taking place.

Such a network of information brokers would provide the following minimum advantages:

A. It will provide an interim solution directly to the user while the full network is being planned, organized, developed, and coordinated.

B. It will provide a relatively inexpensive method to test the feasibility of the concept and useful feedback data for perfecting the overall design and services.

C. The program can be easily expanded incrementally as funding will allow.

D. When the traffic becomes great enough, and funding is available, the information broker can "graduate" and become an information locator center; he will have developed the experience necessary to carry out the tasks without additional training.

E. If the full, formal system takes longer to develop than planned, or if Federal funding and subsidies are inadequate or unavailable, the information broker concept can be continued at a relatively low cost, providing a very favorable cost/benefit ratio to its users.

Eventually, the information broker will be phased out and replaced by online and other sophisticated systems. However, it is likely to be many years before that happens.

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